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ABSTRACT

These congressional hearings contain testimony pertaining to the continuation of funding for the Young Adult Conservation Corps (YACC) and the Youth Conservation Corps (YCC). (Modeled after the Civilian Conservation Corps, the YACC and the YCC are youth conservation programs that provide jobs to youth in such areas as tree planting, trail maintenance, construction, rangeland improvement, and wildlife management improvement.) Among those providing testimony were youth involved in the two programs, state conservationists and state officials who have worked with the youths, and representatives from the Forest Service, the National Council of La Raza, and the American Forestry Association. Focus of the testimony is on benefits of the programs to participants and to the community, the cost effectiveness of individual programs, and estimated costs of providing alternative services in the event of termination of funding for the YACC and YCC. (MN)

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YOUTH CONSERVATION CORPS AND YOUNG ADULT CONSERVATION CORPS

HEARINGS

BEFORE A

SUBCOMMITTEE OF THE COMMITTEE ON GOVERNMENT OPERATIONS HOUSE OF REPRESENTATIVES

NINETY-SEVENTH CONGRESS

FIRST SESSION

JUNE 25 AND JULY 17, 1981

Printed for the use of the Committee on Government Operations

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CONTENTS

	Page
Hearings held on—	
June 25	1
July 17	155
Statement of—	
Allensworth, Lee Ann, Young Adult Conservation Corps graduate	165
Bamford, Jeanette, executive director, Parks Council	199
Bermudez, Joan, YCC	180
Bullock, Ronald, YCC	181
Couch, Richard, director, youth conservation programs, Department of Environmental Protection, Hartford, Conn., accompanied by Randolph Lego, program participant, Clinton, Conn.; Edward Haley, program participant; and Kimberly Kidd, program participant, Waterbury, Conn	4
Curry, Sabrena, YCC	181
Dixon, Antonia	173
Doyle, John, executive director, Buffalo Division of Youth, Buffalo, N.Y	177
Driskell, Dana, Recreation Task Force, Community Council of Greater New York	200
Erling, Robert K., program manager, Connecticut Department of Environmental Protection	149
Harris, Ted, assistant director of field operations, Young Adult Conservations Program	167
Hite, Richard, Principal Deputy Assistant Secretary for Policy, Budget, and Administration, Department of the Interior, accompanied by John Fulbright, Director, Office of Youth Programs	184
Joshua, Charles, executive director, Central Brooklyn Coordinating Council, Inc	197
Koch, Edward I., mayor, city of New York, N.Y	157
Lehman, Orin, commissioner, New York State Office of Parks and Recreation	172
Lynch, Jo-Anne, Young Adult Conservation Corps graduate	162
Mercure, Alex P., vice president, National Council of La Raza, Washington, D.C	106
Mitchel, Ruth, Director, Magnolia Tree Earth Center	179
Moffett, Hon. Toby, a Representative in Congress from the State of Connecticut, and chairman, Environment, Energy, and Natural Resources Subcommittee: Opening statement	1
Nesbitt, Antonio, Young Adult Conservation Corps enrollee	166
O'Leary, Terrence, president, National Association of State Conservation Corps Program Agents, State of New York, Albany, N.Y	29, 174
Peterson, R. Max, Chief, Forest Service, Department of Agriculture, Washington, D.C., accompanied by Leon Anderson, Director, Human Resources Programs	68
Register, Dwayne, Young Adult Conservation Corps enrollee	164
Resler, Rexford, executive vice president, American Forestry Association, Washington, D.C	103
Sandler, Ross, member, Gateway National Recreation Area Advisory Committee	196
Saunders, John, coordinator, Young Adult Conservation Corps, Washington, D.C., accompanied by Kevin Jones, enrollee	16
Summers, Dr. Phillip, president, Vincennes University, Vincennes, Ind., accompanied by Pamala Foster, program participant	12
Varra, Barrin, YCC	182
Wolf, Nancy, executive director, Environmental Action Coalition	174
Wooten, Leroy, YCC	182

Letters, statements, etc., submitted for the record by— Page

Couch, Richard, director, youth conservation programs, Department of Environmental Protection, Hartford, Conn.: Prepared statement 61–65
Evans, Jon, CAP director, YACC Indiana Dunes National Lakeshore: Prepared statement 23–24
Foster, Pamala, program participant, Vincennes, Ind.: Prepared statement 48–60
Hite, Richard, Principal Deputy Assistant Secretary for Policy, Budget, and Administration, Department of the Interior: Prepared statement 193–195
Mercure, Alex P., vice president, National Council of La Raza, Washington, D.C.: Prepared statement 120–127
Moffett, Hon. Toby, a Representative in Congress from the State of Connecticut, and chairman, Environment, Energy, and Natural Resources Subcommittee:
Department of the Interior document entitled "Park Restoration and Improvement Program" 84–85
Department of the Interior memorandums concerning the Youth Conservation Corps and the impact that it will have on several national parks 69–81
Department of Interior table entitled "Summary of Park Restoration and Improvement Program by Park Area and Program Category" 87–100
O'Leary, Terrence, president, National Association of State Conservation Corps Program Agents, State of New York, Albany, N.Y.: Prepared statement and YACC State grant program testimony 32–47, 141–146
Peterson, R. Max, Chief, Forest Service, Department of Agriculture, Washington, D.C.: Prepared statement 135–140
Resler, Rexford, executive vice president, American Forestry Association, Washington, D.C.:
Material relative to the hearings 109–117
Prepared statement 128–134
Saunders, John, coordinator, Young Adult Conservation Corps, Washington, D.C.: Prepared statement 66–67
Summers, Dr. Phillip, president, Vincennes University, Vincennes, Ind.: Prepared statement 48–60

CONSERVATION CORPS AND YOUNG ADULT CONSERVATION CORPS

THURSDAY, JUNE 25, 1981

HOUSE OF REPRESENTATIVES,
ENVIRONMENT, ENERGY,
AND NATURAL RESOURCES SUBCOMMITTEE
OF THE COMMITTEE ON GOVERNMENT OPERATIONS,
Washington, D.C.

The subcommittee met, pursuant to notice, at 10:15 a.m., in room 2247, Rayburn House Office Building, Hon. Toby Moffett (chairman of the subcommittee) presiding.

Present: Representatives Toby Moffett, Floyd J. Fithian, Joel Deckard, and John Hiler.

Also present: Lester Brown, special assistant; Barry Hager, senior counsel; and Catherine Sands, minority professional staff, Committee on Government Operations.

OPENING STATEMENT OF CHAIRMAN MOFFETT

Mr. MOFFETT. The subcommittee will come to order.

In the dark days of the Depression, when unemployment rates hit an all-time high in this country, President Franklin D. Roosevelt created one of the most successful Government employment programs of all time. It was called the Civilian Conservation Corps.

In the mid-1970's, when youth unemployment reached the horrible level of 15 percent, the Congress created two youth conservation programs modeled after that Civilian Conservation Corps of the 1930's. One was called the Young Adult Conservation Corps—YACC—and the other one was called the Youth Conservation Corps—YCC.

Like those in the Civilian Conservation Corps, YACC and YCC participants have worked hard, mostly in highly labor-intensive jobs, in an effort to protect and enhance America's national parks, forests, wildlife refuges, rangelands and in some cases neighborhoods. YCC and YACC enrollees have also provided valuable assistance to State park and land management agencies.

What is most impressive about these modern versions of the Civilian Conservation Corps is that in most cases for each dollar invested in these programs the taxpayer received in return over a dollar in services.

In my own State of Connecticut, for example, in fiscal year 1980, YACC enrollees accomplished $1.43 worth of services for each dollar expended.

Participants in these youth programs have contributed a great deal toward improving America's parks and natural resources. Last year, those youths carried out conservation work including tree

planting, trail maintenance, construction, rangeland improvement, and wildlife habitat improvement, valued at over $341 million, according to Government assessment.

The cost to the Federal Treasury for these programs was substantially less, and the price for this valuable work was far lower than what outside contractors would have charged the Federal Government to do this kind of work.

At a time of budget cutting, we must take a hard look at these programs and make cuts wisely. Programs that have demonstrated their cost-effectiveness should be maintained. Unless the administration can demonstrate a more cost-effective way of doing this essential job, I think it should continue these programs.

Ironically, Interior Secretary Watt recently declared that a major $557-million program should be undertaken to improve conditions in the National Parks. Interior has asked for an additional $105 million in fiscal year 1982 for this purpose.

No one is better qualified to carry out a nationwide effort to restore our parks than America's youths. Indeed, this is precisely the type of work now being done by young people under these very programs.

In testimony before the House Appropriations Committee, Interior Department witnesses stated that the Department would make "very heavy use of outside contractors" to restore the parks.

Use of outside contractors would be very wasteful. Our young people can accomplish this work at a lower cost and in a shorter period of time. I think we should be expanding this program to assist the National Park Service in this task, not eliminating it.

Moreover, these programs should be retained unless the administration can offer a superior means of making rewarding work experience available to young people.

Last year, 90,000 young people were enrolled in these programs. A large percentage of these youngsters come from minority groups. More than half of the young people come from families with incomes of $15,000 per year or less.

Unfortunately, by calling for the total elimination of youth conservation programs, the administration has made it clear that meaningful youth employment in the field of conservation is not, in its opinion, worthy of Federal support even if it returns more on the dollar than it costs.

I deeply regret that view. Few programs are as worthy of support as those which preserve the beauty of our national environment and develop the skills of our young people at the same time.

There are many people—most people in the Nation probably—who believe we are not providing enough opportunities for young people. There is considerable support for a national service plan that would provide every young American with an opportunity to serve in either civilian or military service.

There is a crying need to introduce the young to the world of work, to impart skills to them and the confidence and self-reliance that comes with being in the world of work. Cutting this important and productive program is hardly a step in that direction.

Today, we have with us some young people who have been involved in these programs and some State conservationists amd State officials who have worked with them.

We will also hear from a second panel which will include a representative from the Forest Service, the National Council of La Raza, and the American Forestry Association.

It has come to the attention of the Chair that one of those witnesses is on a very tough time schedule—that is, Mr. Peterson, the Chief of the Forest Service at the Department of Agriculture.

So the Chair will call upon a few of our witnesses now, and then we will break, have all of you take seats in the audience, and bring up the Forest Service representative for his testimony. Then we will bring the folks back from the first panel.

At this time, the Chair recognizes the distinguished ranking minority member, the gentleman from Indiana, Mr. Deckard.

Mr. DECKARD. Thank you, Mr. Chairman.

I have to admit substantial agreement with your statements regarding the cost-effectiveness of these programs.

We are, as you know and as the chairman has indicated, in a period of severe budget cuts. I do not doubt that this must be done as part of an effective economic recovery program, but careful consideration must be given to these cuts. We gain nothing—in fact, we lose—when we eliminate programs that have been shown to produce more than they consume in cost.

That is why I am interested in finding alternative ways of achieving these kinds of budget reductions without sacrificing worthwhile programs such as these that we are discussing this morning. I am interested in exploring these possibilities with our witnesses this morning.

Thank you, Mr. Chairman.

Mr. MOFFETT. The Chair thanks the gentleman from Indiana for his statement and his cooperation on this matter.

At this time, we would like to hear from Mr. Richard Couch, the director of the youth conservation programs in the State of Connecticut at the department of environmental protection.

I would say to all of the witnesses that we are pleased to have you here and I want to tell you something about our procedure under the rules of the committee.

Any written statements you have will, without objection, be put into the official record of these proceedings, and you may introduce any material that you desire to the committee as part of your testimony.

When you testify, however, you can summarize your statement if you do not want to read it, and your statement will be considered as part of the record along with your remarks.

The other important matter is that before witnesses testify we swear all the witnesses in, the Secretary of Interior or whether it is young people who have worked in Government-sponsored programs. Without exception, we swear all of our witnesses in, so I would ask all of you to stand and raise your right hand, if you would.

Do you swear to tell the whole truth and nothing but the truth, so help you God?

[Whereupon, the panel of 10 witnesses said: "I do."]

Mr. MOFFETT. Thank you.

Again, as chairman of the subcommittee, I want to welcome you, and I hope this will be a productive hearing.

Mr. Couch?

STATEMENT OF RICHARD COUCH, DIRECTOR, YOUTH CONSERVATION PROGRAMS, DEPARTMENT OF ENVIRONMENTAL PROTECTION, HARTFORD, CONN., ACCOMPANIED BY RANDOLPH LEGO, PROGRAM PARTICIPANT, CLINTON, CONN.; EDWARD HALEY, PROGRAM PARTICIPANT; AND KIMBERLY KIDD, PROGRAM PARTICIPANT, WATERBURY, CONN.

Mr. COUCH. Thank you, Mr. Chairman. Thank you for the opportunity to testify before the subcommittee in support of the U.S. Youth Conservation Corps and the Young Adult Conservation Corps.

I have prepared a more comprehensive statement on both programs which has been submitted to the subcommittee staff, so I would like to keep my remarks here to a minimum in deference to both the subcommittee's time and to these enrollees, Kim, Randy, and Tony, whose remarks are related to their first-hand experiences in the programs.

Perhaps the most succinct summary of my personal strong support of YCC and YACC is evident along the I-95 population corridor between Connecticut and Washington. Traveling that corridor, one sees a constant repetition of blight—not only physical blight, but in the young who gather on corners and in vacant lots, obviously not in school and obviously not at work.

It is naive to suggest that either YCC or YACC can alone correct these problems; however their combined emphasis upon employing youth and upon meaningful work in natural resource conservation attacks the problem in two ways:

First, the programs give young people jobs—in Connecticut, 2,145 jobs since the programs began. Enrollees benefit from the work experience and the skills derived from it, and when a needed piece of work is accomplished and there is a tangible product to look at enrollees gain in the self-respect that comes from concrete achievement, and the work ethic is fostered.

But not only do these programs offer jobs, they encourage people to get and keep jobs in unsubsidized employment. In Connecticut, for YACC the positive termination rate is 55 percent, and Connecticut's results are not uncommon.

Second, our natural resources benefit from the work these enrollees do. Again, in Connecticut, they have accomplished 6 million dollars' worth of work on our lands, and we have just begun to scratch the surface.

Just now, we are beginning to marry a variety of other funds—Pittman-Robertson, Dingell-Johnson, Land and Water Conservation Fund, and the State's minor capital improvement and deferred maintenance programs—to the YCC/YACC labor base.

For the past 2 years, through these programs, we have embarked upon a large-scale effort at improving access to our recreation and fishing areas for Connecticut's handicapped citizens.

Nationwide, the potential these programs have for improving areas of severe urban blight has just begun to be recognized. Witness, for example, the South Bronx project of the U.S. Fish and Wildlife Service in New York City.

There is enormous untapped potential for both YCC and YACC to serve the youth of our country, our rural parks, and our urban neighborhoods.

In a small but very densely populated State like Connecticut, we do not have New Jersey's Pine Barrens, Arizona's Grand Canyon, or California's Big Sur Peninsula, but we do have a very wide variety of publicly owned natural resource areas which are scattered in small parcels that are easily accessible to our citizens.

In Connecticut, we talk about the enhancement of the quality of life for our citizens that these resources foster—providing, of course, that they are appropriately developed and properly maintained.

YCC and YACC have been of enormous assistance in helping us to do both of these things better and more cost-effectively than we have done them before. Natural resource management and our service to the citizens of our State will take a giant step backward without these two valuable programs.

In purely economic terms, regardless of the human cost, the abandonment of these programs does not make sense. If the work done by YCC and YACC is needed—as indeed it is—if it is on public lands—as indeed it is—then the taxpayers will eventually foot the bill for it, and if, on the average, these programs return more than $1 in work accomplished for each dollar invested—and they do—then where is the sense?

Also, if, by encouraging the work ethic in our enrollees and helping them avoid public assistance or worse, we can avoid future costs for welfare or incarceration—which return nothing in tangible assets—are not these programs much more than paying their own way?

In addition, I would urge you to consider that one-tenth to one-fourth of the first year's expenditures for any of these programs goes for start-up costs—tools, safety gear, and transportation. It is economically unsound to completely dismantle them so long as there is even the slightest chance of their being reinstituted.

We need to bear in mind that the CCC concept on which YCC and YACC are based is a very popular one that is receiving increasing national attention.

Our Nation's natural resources are important to our economy and cry out for adequate conservation work. The backlog of needed work for the U.S. Department of the Interior and the Forest Service alone is 820,000 man-years.

Our youth and young adults need jobs that are better than "make work," that provide a meaningful and realistic work experience, that have tangible products, and that teach basic skills and encourage the work ethic. Both YCC and YACC serve both these needs. What better programs can we have?

The value of YCC and YACC is most evident in the projects that these young people have accomplished—bridges, picnic shelters, boardwalks, fish hatcheries, reforestation—and the list goes on and on. There is nothing so impressive as a personal visit to a project or two, particularly when the enrollees are working and can talk with you about their work.

I would respectfully urge you, Mr. Chairman, and the other members of the subcommittee to take a couple of hours to see

firsthand the contributions these programs make to your home States. I believe you will find it time well spent.

Someone testified in a previous hearing before one of the House committees that these are programs that we can live without, and I suppose we can live without them, for a time. I suppose we could live without the Army, for a time.

But the larger question is, I believe: How much are we willing to mortgage our future generations? Again, the work is necessary and our youth need jobs, and the programs are cost-effective in getting work done.

By not doing what needs to be done now in the most cost-effective manner, we are indeed mortgaging future generations of taxpayers to pay for our neglect.

Mr. Chairman, I would respectfully urge this subcommittee to seriously consider retention of basic funding levels—$140 million for YACC and $40 million for YCC—in fiscal year 1982 to keep these programs functioning until such time as their true value is fully recognized by the administration and by the Congress. They are important parts of what this Government does.

Thank you, Mr. Chairman.

Mr. MOFFETT. Thank you very much, Mr. Couch.

I would like at this time to hear from some of the young people who accompanied you from our State. Let me say, though, before I recognize them that I think you have made an excellent statement, and I could not agree more with what you have just said about our mortgaging future generations to pay for this neglect.

It has been a theme that I have tried to emphasize throughout these Reagan budget cuts—not that some of the cuts are not justified but that there is simply not a scholarly, sober, dispassionate analysis going on of what represents a wise, social investment by Government in the future and what does not.

You mentioned incarceration. It seems to me we will be paying a great deal of money for prisons—to keep inmates in prisons, and so forth, in many, many areas of this country—with the kind of neglect we are guilty of now.

Let me call upon, if I might, Randolph Lego, Edward Haley, and Kimberly Kidd, in that order.

Randy, could we have you speak first? You are from Clinton, Conn., as I understand it.

Mr. LEGO. That is right.

Mr. MOFFETT. How old are you?

Mr. LEGO. Twenty-four.

Mr. MOFFETT. Can you tell us something about your experience? You were in the Young Adult Conservation Corps?

Mr. LEGO. Yes—YACC.

Mr. MOFFETT. Would you tell us something about what you did, first of all, in that program?

Mr. LEGO. I would say just about everything, from building bridges to thinning out forest stands, to building barns and remodeling houses.

Mr. MOFFETT. How did you get involved in this program?

Mr. LEGO. I went to a DEP station at Cockaponset State Forest and asked them for a job. They did not have any openings through

the State, and the ranger suggested the YACC, so I contacted them the same day and got a job.

Mr. MOFFETT. So a ranger at the park suggested it?

Mr. LEGO. Yes.

Mr. MOFFETT. What had you been doing up until that point?

Mr. LEGO. Different jobs. I was looking for something as a sort of career, and I was not satisfied with anything I was doing. I wanted to get into the environmental department in Connecticut, and that was a step in the door.

Mr. MOFFETT. Where had you been to school?

Mr. LEGO. I had not; I was looking for experience.

Mr. MOFFETT. But you went to school at one time—right?

Mr. LEGO. Oh, yes.

Mr. MOFFETT. Where did you go to school?

Mr. LEGO. Yinal Regional Technical School.

Mr. MOFFETT. Did you graduate?

Mr. LEGO. No.

Mr. MOFFETT. Did you drop out?

Mr. LEGO. Yes, but I got my GED when I got out.

Mr. MOFFETT. OK, but you dropped out at one point. How old were you then?

Mr. LEGO. Sixteen or seventeen.

Mr. MOFFETT. So you dropped out. Then what happened to you? What did you do?

Mr. LEGO. I went to work for a heating place to make heating units for houses.

Mr. MOFFETT. Did you have a skill?

Mr. LEGO. No, but I picked it up while I was there.

Mr. MOFFETT. Are you saying that you received your high school equivalency diploma?

Mr. LEGO. Yes. I went into the service in 1975, and I picked it up before I went in.

Mr. MOFFETT. OK. So you went to the park; the ranger told you about this; and what did you have to do to get into the program?

Mr. LEGO. He let me call up Rob Rocks. He was running the program for Region III then. He let me call him right from the ranger's station.

Mr. MOFFETT. Where was this fellow that you were calling?

Mr. LEGO. He was at Camp Meshomasic, Portland.

Mr. MOFFETT. In Portland, Conn.?

Mr. LEGO. Yes.

Mr. MOFFETT. OK. So you were right there; the ranger said: "Call this guy;" you called; and what happened?

Mr. LEGO. He gave me the number and let me call Rob Rocks who wanted to meet me. He was at Meriden, and I was in Haddam, so we met in Middletown. I did not want to take too much time away from him. I filled out an application, and he talked to me for a while.

Mr. MOFFETT. What was the application like?

Mr. LEGO. It asked me pretty much what my home life was like and what kind of background I came from.

Mr. MOFFETT. Was it hard to fill out or not?

Mr. LEGO. No, it was not.

Mr. MOFFETT. So there was not a lot of redtape here?

Mr. LEGO. Oh, no.

Mr. MOFFETT. So you filled this out, had a meeting with him, and then what happened?

Mr. LEGO. I went to work the next day.

Mr. MOFFETT. The next day?

Mr. LEGO. Yes.

Mr. MOFFETT. So there was not much waiting around. You heard about the job; you went down and met this fellow; the ranger helped you out; you had the meeting and filled out the application; and you went to work the next day. What did you do at work?

Mr. LEGO. The first day, starting, they were clearcutting red pine up in the forest. We had to make a windwall with all the branches that they had cut off trees for the animals and so it would not destroy what other trees were left there.

From that I went to working with one of the sawers—one of the chain-saw operators—marking out lines of timber. The cooperation from the State employees like the chain-saw operator—that helps a lot, I believe. You learn a lot from these guys who are 40 and 50 years old, and their being able to relate to young people like they do is really a help to the young people. They are not afraid to help them learn what they know.

Mr. MOFFETT. Were there other young people working with you?

Mr. LEGO. Oh, yes.

Mr. MOFFETT. Where were they from—all over?

Mr. LEGO. Yes. There were people from Haddam, East Haddam, Deep River, falling within a 15-mile radius of Cockaponset State Forest.

Mr. MOFFETT. OK. So far, as we know your story, you are moving now into this program; you begin to work with a chain-saw operator; then what happened from there?

What I am getting at is this: Were you getting skills along the way?

Mr. LEGO. Yes, I was getting quite skilled in forestry maintenance, and after that one pine stand was cleared they got a grant to remodel the unit manager's house there, and that is where I went to after that red pine stand.

That was quite an operation. I guess they had about eight or nine kids there. None of them knew too much about the remodeling business, but they did have State employees there helping them and teaching them.

Mr. MOFFETT. What kind of skills were you learning—carpentry skills?

Mr. LEGO. I learned a lot through the DEP employees. I did not know too much about it before I went.

Mr. MOFFETT. How long ago was this?

Mr. LEGO. 1978.

Mr. MOFFETT. How long did it last?

Mr. LEGO. I would say until January of 1980, and after that I went to work for a carpenter—a private contractor.

Mr. MOFFETT. Were you a full carpenter at that point?

Mr. LEGO. Well, he hired me as a helper. That was in February of 1980.

Mr. MOFFETT. What has happened since then?

Mr. LEGO. I have been working for a carpenter since. I had my own business. I got in with this other guy, and he is into bigger and better things now than the knowledge I had, and he said it is working out great. I am working as a carpenter now, and he is just taking care of the finances.

Mr. MOFFETT. So you do remodeling?

Mr. LEGO. Yes—renovating.

Mr. MOFFETT. So you are really in your own business?

Mr. LEGO. Yes.

Mr. MOFFETT. How much of the fact that you are now in your own business would you say comes from the fact that you walked into that park, and the ranger told you about YACC, and the phone call was made, and you had the meeting, and you filled out the application, and you were hired and had that experience?

Mr. LEGO. I would say of what I know—and I am learning more and more every day—50 percent I learned at the ranger station.

Mr. MOFFETT. Let me ask it the other way: What if you had not had the opportunity? What if that ranger had said: "Listen, the funds have been cut; the programs are gone; it used to be here, and it is not any more"? Then what?

You seem like you are pretty ambitious and aggressive. You would have found a way perhaps, but let us go back and think what would have happened if that had been the response—if that was the response from the ranger—"Sorry, kid, no money"?

Mr. LEGO. I would probably have ended up working in a tire shop. There is not much there.

Mr. MOFFETT. OK. Let me stop there and ask if we might have Ed Haley say something about his experience now.

Edward Haley, you are from Bristol, Conn.?

Mr. HALEY. Yes, I am.

Mr. MOFFETT. And you are how old?

Mr. HALEY. I am 22.

Mr. MOFFETT. OK. You are also in the Young Adult Conservation Corps—is that right?

Mr. HALEY. Yes, sir.

Mr. MOFFETT. Tell us about what your experience was—when you found out about the program, and so forth.

Mr. HALEY. I found out about the program accidentally. I brought a friend up there.

Mr. MOFFETT. Up where?

Mr. HALEY. Up to the camp.

Mr. MOFFETT. Where was that?

Mr. HALEY. Camp Meshomasic, Portland.

Mr. MOFFETT. OK. How did you find out about it?

Mr. HALEY. I did not even know about it. I was just bringing him up for his job, and the director there asked if I wanted a job. He said I looked like I could do some heavy work. So I took the job, and it has been fun ever since. I am getting a lot of experience. I have been promoted twice so far, and I am now a YCC assistant coordinator.

Mr. MOFFETT. When did this start?

Mr. HALEY. For me—no—6 months ago.

Mr. MOFFETT. Oh, OK. When did you actually start in the Young Adult Conservation Corps then—6 months ago?

Mr. HALEY. January 3.

Mr. MOFFETT. All right. What kind of training do you think you have received that you would not have received otherwise?

Mr. HALEY. I have had training in park maintenance, carpentry; I can build a picnic table in 15 minutes; I can put up a house; I can do masonry work—everything that is concerned with State parks and forests.

Mr. MOFFETT. All that in 6 months?

Mr. HALEY. I am a fast learner. [Laughter.]

Mr. MOFFETT. All right. Now tell us something about yourself. You are from Bristol?

Mr. HALEY. Yes.

Mr. MOFFETT. All your life?

Mr. HALEY. No, I just went to high school there. I went to Eastern.

Mr. MOFFETT. You went to Eastern. Did you finish?

Mr. HALEY. Yes.

Mr. MOFFETT. You graduated?

Mr. HALEY. Right.

Mr. MOFFETT. OK. When did you graduate?

Mr. HALEY. 1978. Then I went to Milford Academy for a year to play football. When I got out of that, I was trying to play semipro, but that was during the summer months and I needed a job for the winter months. I was unemployed for 6 months. That is when I found out about this job. Everything has turned out for the best so far.

Mr. MOFFETT. What kind of other things came from this job? What kind of people did you meet?

Mr. HALEY. People from all walks of life—students, urban people, people from all over—a wide range.

Mr. MOFFETT. Thank you.

Kimberly Kidd, you are from Waterbury, Conn.?

Ms. KIDD. Yes.

Mr. MOFFETT. And you are how old?

Ms. KIDD. Sixteen.

Mr. MOFFETT. Tell us something about how you became involved. You are in the Youth Conservation Corps?

Ms. KIDD. Yes.

Mr. MOFFETT. Would you tell us something about how you found out about it?

Ms. KIDD. Last year in February, my guidance counselor asked me would I be needing a summer job, and she gave me a form to fill out, and I sent it into the State for an application. I got the application, and I filled it out.

Mr. MOFFETT. This was your guidance counselor—where?

Ms. KIDD. At high school.

Mr. MOFFETT. Which high school?

Ms. KIDD. Crosby High School.

Mr. MOFFETT. OK.

Ms. KIDD. About two or three months after I sent the application in, I got a call from Doug Melillo, and he asked me was I interested in the job. I went for an interview, and he told me that I had the job, and I started work in June of last year. It only lasted through the summer.

Mr. MOFFETT. Then you went back to school?

Ms. KIDD. Yes, I went back to school.

Mr. MOFFETT. OK.

Ms. KIDD. We built handicapped ramps at a State park, and we built a park shelter, and we did a lot of cleaning in parks where they had a lot of trash and stuff. That is really mostly all we did last year. We did not do too much really. The shelter took up quite a long time.

Mr. MOFFETT. Tell us something about people your age from your area and your neighborhood.

Ms. KIDD. It is hard for people my age to find jobs.

Mr. MOFFETT. What do they do if they do not find jobs?

Ms. KIDD. Usually nothing during the summer.

Mr. MOFFETT. What are they doing right now? Are they out of school now?

Ms. KIDD. Yes. Most of the high school kids are out of school.

Mr. MOFFETT. What are high school kids in your area doing if they do not have a job right now?

Ms. KIDD. Really nothing—just hanging around.

Mr. MOFFETT. Getting into trouble?

Ms. KIDD. Not really—just hanging around. They are not getting into trouble.

Mr. MOFFETT. What if they thought they could get jobs in this program?

Ms. KIDD. They would. Another girl from my school worked with me last year, and she liked it, and all the people that worked last year seemed to like it.

Mr. MOFFETT. What kind of skills do you actually have now that you would not have had otherwise?

Ms. KIDD. I learned how to use different types of saws, the correct way to cut wood, and so on.

Mr. MOFFETT. So you have these skills now. OK.

At this time, the Chair would like to introduce Dr. Phillip Summers from Indiana. He is president of a university there. But before I do that, I would like to recognize the gentleman from Indiana, Mr. Fithian.

Mr. FITHIAN. Dr. Summers, we want to welcome you here today. I want to add my welcome to Congressman Jeffords and to Pamala also.

Mr. Chairman, we have had some really excellent programs in Indiana. One Youth Conservation Corps program that I am personally familiar with is up in the Dunes National Lakeshore Park area. Like the rest of the panel, I am anxious to hear about Dr. Summers' program and Pamala's participation in it.

I just wanted to add my own personal welcome to you. We are glad to have people of your position plugged into a program that many of us believe is a tremendous boon to the development of young people and their skills. We are glad you would take time out to come down here and testify.

Mr. MOFFETT. Dr. Summers, you are accompanied by Pamala Foster who is a program participant?

Dr. SUMMERS. Yes, sir

Mr. MOFFETT. As you heard me say earlier, your statement will be considered as part of the record, without objection, and you may proceed with your testimony.

STATEMENT OF DR. PHILLIP SUMMERS, PRESIDENT, VINCENNES UNIVERSITY, VINCENNES, IND., ACCOMPANIED BY PAMALA FOSTER, PROGRAM PARTICIPANT

Dr. SUMMERS. I want to express our appreciation on behalf of the YACC at Vincennes University that the three Representatives are here from Indiana on this subcommittee.

Mr. MOFFETT. This is a rather unique subcommittee—Indiana-oriented, to say the least. Sometimes I feel like I am in the Indiana legislature here.

Mr. HILER. We would be happy to have you in Indiana, Mr. Chairman.

Mr. MOFFETT. I am sure you would. [Laughter.]

Dr. Summers?

Dr. SUMMERS. You can be sure you are in good company if you are with Indiana people.

Mr. MOFFETT. Thank you.

Dr. SUMMERS. What I want to do is speak directly to the Indiana YACC project and then let Pamala tell you some things, too, and I want to describe the Vincennes University YACC program because it is unique.

You have the printed text—I hope—that we have forwarded.

Mr. MOFFETT. Yes, and that will be considered as part of the record.

Dr. SUMMERS. Indiana's YACC's program represents seven-tenths of 1 percent of the national YACC effort. Indiana resident and nonresident YACC crews accomplished the following in 1979 and 1980: 90,000 hours of timber management, 197,000 hours of recreation area development and maintenance, 58,000 hours of wildlife management, 33,000 hours of soil and water conservation work, and an additional 314,416 hours in related resource management activities. Public tax dollars in Indiana's programs during that same period equal just over $3 million.

You said it before, and I certainly underline it again—the value of the dollar returned for the dollar invested, particularly in Indiana's program was, in 1979, 114 percent and 133 percent in 1980. This material is in what we have sent to you.

Sixty percent of all the funds appropriated for YACC in 1980 were spent on wages paid directly to the youths enrolled in the program. These wages, in addition to staff support and other overhead costs, resulted in an average annual program cost of $10,352 per man-year.

What makes this figure most remarkable is the fact that it includes the cost of maintaining 25 percent of the YACC enrollment in residential camps.

The above figures clearly show that the YACC program is accomplishing a significant amount of conservation work, is returning more than a dollar in value for every dollar invested, and costs considerably less to accomplish a year's work of conservation work than more traditional means, and you have mentioned that.

The vast majority of the work typically needed and done by land, water, and resource management agencies is labor-intensive, does not require highly skilled personnel, and can be quickly and easily planned. These characteristics make the concept of youth conservation employment programs ideally suited to effectively serve agencies such as the U.S. Departments of Agriculture and Interior, State natural resources agencies, and local park and recreation departments.

As the U.S. Government enters a period of budget austerity, natural resource management agencies at all levels may be hardest hit by funding reductions. This situation only serves to reinforce the need for programs which can efficiently complete natural resource management work.

Not only are the agencies able to efficiently reduce a growing list of backlog of needed work projects, but the youths employed are able to engage in a job experience which meets them at their experience and skill level.

Hence, the YACC enables the public agency to have crucial work done with quality and low expense while at the same time providing positive and meaningful work for young adults. This dual benefit speaks to the heart of the value of programs like the YACC.

The Vincennes University Young Adult Conservation Corps residential program is presently completing the third year of operation. The residential camp is unique in that it is the only YACC residential camp on the campus of a comprehensive community college.

Vincennes University serves over 5,000 students and has a comprehensive community service area. We are accustomed to dealing with a great number of disadvantaged persons. In addition, approximately 2,000 students, including the enrollees, live in the four campus residence halls, and this is unique.

The work component is the backbone of the Vincennes University YACC program, with approximately 85 percent of all work being conducted on State and local public properties. The remaining 15 percent of the work directly benefits the campus as enrollees work with the university's departments of maintenance, student services, campus planning, and horticulture.

The university's residential setting offers tremendous advantages for the enrollees which include training, personal enrichment, and community service opportunities.

I am personally aware that enrollees truly earn their salaries and taxpayers receive their money's worth for the tax dollars spent at the Vincennes University YACC residential camp.

I would like to describe just a few examples of the work that has been accomplished. In the printed text which you have, there are pictures at the end of the testimony which illustrate what has been accomplished.

First, in October 1979, the university's YACC began work on the Knobstone Trail and established a spike camp located approximately 200 miles from campus near New Albany, Ind.

This spike, or tent, camp is a unique part of YACC as it offers enrollees new experiences in outdoor living, nutrition, food preparation, and other activities in which they would otherwise not participate.

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When complete, the Knobstone Trail will be a 150-mile hiking and backpacking trail through southern Indiana. This project is a cooperative effort of YACC, the Indiana Division of Outdoor Recreation, and the Indiana Division of Forestry.

Second, much work has been accomplished in fish and wildlife management at Patoka and Glendale State Fish and Wildlife Areas. Over 9,000 hours of wildlife management and 21,000 hours of visitor-access improvements have been completed.

YACC-constructed fishing trails at the Patoka site have opened surface mine strip pits for fishing which have previously been inaccessible to fishermen. Fish attractors and a 110-unit boat dock have been constructed by enrollees at the Glendale site.

Third, utilizing lumber cut in the State forest, a solar greenhouse needed to grow bedding plants was built at Martin State Forest by YACC enrollees. The logs were sawed at the State's sawmill in Clark State Forest by nonresident enrollees from another YACC project. The stone used in the construction was native to the area which enrollees obtained from local creek beds.

Finally, agricultural work has been completed cooperatively with Purdue University at their Southwest Agriculture Research Center. Activities include clearing overgrowth, erosion control, planting experimental crops, and assisting in installing an irrigation system. The work accomplished to date is valued at $20,000. The joint project is an example of the YACC and another university cooperating to maximize public benefit.

The few projects which have been mentioned as examples of the needed work accomplished by the Vincennes University's YACC have greatly benefited the State's public properties.

Enrollee training is an important program objective, and I noticed the Chair was very interested in the benefits that the enrollees are receiving. Vincennes University's enrollees have participated in workshops to strengthen their working and living skills. Presentations on first aid, tool safety, wildfire control, and back injuries are representative of work-related training activities.

Because the YACC at Vincennes University is residential, enrollees need information about health practices, group living, and use of leisure time. Courses dealing with smoking and drug awareness, vocational exploration, rappelling, personal hygiene, and personal financial management have been presented to the enrollees.

Also, enrollees have become involved in university courses such as reading, conservation law enforcement, and cardio-pulmonary resuscitation. Additionally, YACC relies upon the university's adult basic education program to assist nonhigh school graduates in completing their GED.

These in-service and educational programs help to develop YACC enrollees into more productive and employable people.

I have attempted to briefly explain the cost-effectiveness of YACC in Indiana, to illustrate by examples some of the work which has been accomplished, and to provide information about Vincennes University's residential program.

In addition, if the Chair would allow, I would like to have Pamala tell of some of her experiences.

You will notice in front of me there is an orange hardhat. When you look across our campus, you see that many of our YACC will

be wearing that hardhat. You will also notice the flag here on the table. That is presented in the building where they do their staging before they go out to do their work.

Pamala has worked on some of the projects which I have described, and she can tell you what working and earning a salary really means. I point out that this is not a stand and watch project; it is a doing project, a work project.

We left yesterday to fly here for this testimony, and about 1 hour before we left she was still laying brick at one of the projects on campus.

Mr. MOFFETT. Pamala, welcome to the subcommittee. Go right ahead with your statement.

Ms. FOSTER. Hello. My name is Pamala Foster. I come from a family of seven and grew up in Muncie, Ind.

In May of 1978, I graduated from Muncie Central High School, and unemployment is very high in that city. I first heard about the Vincennes University YACC resident camp from the Muncie Employment Service Office in January 1979. My interview was held in Muncie with two Vincennes University YACC staff people, and I was hired to work in September 1980.

Since I have been in the YACC for 8 months, I have met many different people and enjoy the school environment. I had never been away from my family before, and it was the first time I had ever had roommates other than my sisters. My dorm roommates seem like family now, and I have learned to love them the same as family.

Our work projects are hard work most of the time. I have learned to use a posthole digger, chainsaw, lay paving bricks, paint, and to build fishing and hiking trails.

I like working on the Knobstone Trail at spike camp. It is nice change from the campus to the tent camp. At spike camp, I have been the cook a few times and got up at 5 a.m. to fix breakfast for the other workers. I believe to accomplish something you have to give a little before you receive.

The other workers and I have been taught first aid and how to work safely with chemicals while doing timber stand improvement.

During our off-hours, many of us volunteered to sell lollipops at local banks to make donations for the local Heart Fund.

Two nights a week, I have been taking an English class after work at Vincennes University, and I hope to go to Ball State University in Muncie after I complete my 12 months in YACC. I have been saving half of my paycheck for college.

I would hate to see the YACC program end. I feel like we really do the work. I wish the program lasted longer for me because I would like to stay at the Vincennes University YACC resident camp longer than 12 months. I hope other young people get the same chance I did.

Thank you.

Mr. MOFFETT. Thank you very much.

We are going to have questions in a few minutes, but first I would like to hear from Mr. Saunders and his enrollee.

Mr. Saunders, would you introduce yourself for the record?

STATEMENT OF JOHN SAUNDERS, COORDINATOR, YOUNG ADULT CONSERVATION CORPS, WASHINGTON, D.C., ACCOMPANIED BY KEVIN JONES, ENROLLEE

Mr. SAUNDERS. My name is John Saunders, and I am the coordinator for the District of Columbia State grant program, YACC. With me is one of our enrollees, Kevin Jones, who is currently working on a project in Southeast Washington in a very large public housing complex known as Woodlawn Terrace.

Mr. MOFFETT. Do you have others in the audience that you have brought along?

Mr. SAUNDERS. We have several others in the audience.

Mr. MOFFETT. Are they enrollees?

Mr. SAUNDERS. All of the enrollees—would you raise your hands?

Mr. MOFFETT. Would you stand up if you are in the program?

[Whereupon, the enrollees in the audience stood up.]

Mr. MOFFETT. Thank you.

Mr. SAUNDERS. The District of Columbia has had the privilege of running a YACC program since 1978. During that time, we have had many accomplishments. Some of them were planned, and others were benefits that just happened. I would just like to mention a few of those deeds.

One of the achievements has been to induce pride in our young people and see in them something that was missing before.

I am not sure how individuals feel about work experiences, but if you have ever nailed together some boards, laid a few bricks, and stood back and found out that you have a nice wall or a nice fence, have a sense of accomplishments. This is called pride. Pride is something that had been taken away from young people in America because we did not offer them the opportunity to do the kind of work they could stand back from and say: "Hey, I helped to build that. That looks real good, and I am proud of it, and I would like to do more of it." We helped build pride through operating our nonresidential Young Adult Conservation Corps program.

The District is extremely lucky, and some of it, of course, is due to the fact that we are an inner-city program. We are a nonresidential program, and all of our projects take place in inner-city areas.

We have had a dollar return of approximately $2.31 for every Federal dollar spent. To give you some idea of what that means: The cost to keep a young person in Lorton Youth Center, which is the District's primary facility for delinquents, approximately $12,000 to $13,000 per year. Our YACC cost per enrollee for a year is below $8,900.

Mr. MOFFETT. Would you say that again, please?

Mr. SAUNDERS. Our YACC cost per enrollee is below the $8,900 mark at present. It costs approximately $12,000 to $13,000 to incarcerate a young person and to keep him in Lorton Youth Center.

In addition, we have been able to eliminate some of what we call street crime in the District of Columbia. In areas where yoke robberies and purse snatchings and those kinds of things were prevalent, we have thinned areas out, thereby denying hiding places to those would-be robbers and yoke artists who would be snatching people off the streets.

We have been able to go into communities, and we have been able to talk to resident of those people in the communities as to the type of projects that can uplift the entire community.

We are now involved in an extensive project at Woodlawn Terrace, as I mentioned before, and at this particular project we are refurbishing old play equipment, and we are putting in new equipment.

We have noticed that while we are working we have large numbers of residents—young and old—coming out, coming up to the supervisors, and coming up to the workers saying: "Hey, this is a real good idea." As such, they are beginning to help us. They come out, and they offer their help. They offer their advice, and sometimes they just stand around and have a friendly talk. But the enrollees get a chance to have an exchange with the area residents, and that also helps with the work.

Mr. MOFFETT. So there is a ripple effect—a positive ripple effect in the community, you are saying?

Mr. SAUNDERS. There is quite a positive ripple effect in the community. We are providing a worthwhile service, we are providing a cost-effective service, and we are getting many of what we call nonquantifiable benefits.

It is very hard to put into numbers or put on a sheet that a young man laid a brick wall and was able to stand back and be proud of the fact that he had done that and that he is involved in something, perhaps for the first time, that is concrete—something that he is going to be able to see and something that someone else is going to benefit from. He is going to be able to help himself—or herself—and he is going to be able to help someone else.

This is the kind of thing that we think would be terrible if we just cut it off. It would not make sense.

Mr. MOFFETT. One of the things we want to get at here is whether or not this is a sort of free ride for the taxpayers if they abandon these programs. You know, some of these cuts are sold by the taxpayers by some advocates as: "Well, let's cut this program, let's cut that program, and let's cut this program over here in order to reduce spending."

One of the things you said is that you are going to pay one way or the other; you are going to pay either here, or you will pay at Lorton, or you will pay at some other prison, or you will pay in some other way.

Maybe Kevin would like to say something about this as well. Tell us something about what it is like out on the street at the present time if you do not have programs like this or something that these young people can latch onto.

In other words, just give us a brief statement on what you think the situation is with regard to unemployment, with regard to heroin, with regard to crime, and people resorting to crime. Could you tell us something about that?

Mr. SAUNDERS. Briefly, I think everybody here is familiar with the scene in the District of Columbia.

Mr. MOFFETT. Do not assume that. Educate. You are not only talking to people here, but you are talking to hundreds of thousands of people all over the country—people who will read the record of this hearing and people who will hear about it in the

news. Tell us what the situation is. I do not think most Americans know what the situation is out on the street in the inner city.

Mr. SAUNDERS. The District of Columbia is presently in its worst economic crisis ever. Of course, we have had formal statements by our mayor. We are broke. The city government is broke.

We are talking about reduced summer programs. We are now talking about cutting out primary programs. Public service employment has already been eliminated, cut out. That is title VI and title II(D). What we are left with is an increase in the number of constituents to be served and less money to do it with.

On the streets, the District of Columbia has experienced a rise in the use of heroin, which is being imported from the Golden Triangle and from the other places now. It my understanding from the street level that this heroin is a much, much better grade heroin and it is cheaper, which means that it is more accessible.

Statistics produced by the Metropolitan Police Department will show clearly, that the increase in the use of heroin is tied directly to the increase in certain types of crime, particularly aggravated assaults, robberies, yoke robberies, house break-ins, and that kind of thing.

In addition to that, we have still many areas that are vacant lot areas as a result of the old civil disturbances in the late 1960's. YACC has made it one of its targets to improve with these vacant spaces.

As opposed to having small children out on vacant lots playing with glass, throwing rocks, and climbing over old abandoned cars, we were able to go into an area in Northwest Washington, and we took three vacant lots and built a playground complete with basketball courts, tennis courts, handball walls, swings, slides, and there is even a senior citizens sitting area with comfortable tables and chairs all built by YACC enrollees.

In terms of benefits, I will stand on our figures of $2.31 returned for every dollar's worth of work done, and if that is not good I do not know what to say.

Mr. MOFFETT. But that does not even count the positive ripple effect that you talked about before. If somebody gets a job and gets a sense of self-confidence, if they are in the world of work, if they have some self-reliance and all those things that come from working and the kind of creativity you are talking about—actually creating tangible things—they are less likely to get into trouble, get into serious drug problems, and get into crime.

So $2.31 sounds great, but it could be a lot more than that, could it not?

Mr. SAUNDERS. If we were able to put those kinds of things into dollars and cents, I think it would be far in excess of that.

Mr. MOFFETT. Right. And that is the problem—we cannot, can we?

Mr. SAUNDERS. We cannot do that; we can only offer you other kinds of proof, and we can only talk to you about what has happened.

I would like Kevin to tell you about his work.

Mr. MOFFETT. Kevin, would you introduce yourself, please?

Mr. JONES. Yes. I have a written statement. I will read it.

Mr. MOFFETT. Fine. Go ahead.

Mr. JONES. My name is Kevin Jones. I am a 19-year-old student home for the summer after attending college in New Orleans. I am employed under the Young Adult Conservation Corps, and I am also a resident of the Woodlawn community where the Young Adult Conservation Corps' worksite is located.

I was asked by my fellow coworkers to represent them in explaining to you the importance of this program. My fellow employees felt that I could explain the importance of saving this meaningful program better than anyone else in the group since I work for YACC and also reside in the Woodlawn community where we are trying to restore and beautify.

The advantages of the Young Adult Conservation Corps to the community cover a wide range of projects. Residents of all ages in the community benefit from the work of YACC. Numerous fencing and planting projects have already been underway.

In the short time that I have been employed, many play areas for children have been restored almost like new. The children who had nothing to do but throw rocks and broken glass at each other now take advantage of their new play areas.

Recreation for young teenagers in Woodlawn housing project is not tangible. In the housing project lies a large and abandoned recreation center. Close to the recreation center there once stood parks and basketball courts that kept idle teenagers and young adults off the streets.

After years of wear and tear and lack of support from the D.C. Department of Recreation, the basketball courts slowly faded from sight.

Recreation is mandatory in this housing project. The Young Adult Conservation Corps expanded, restored, and refurnished the recreation facilities that once flourished throughout the community.

Many of the community residents in the Woodlawn housing project welcome us in the community and appreciate the kids.

Although the communities in which we work will benefit, no one will gain more than individual YACC workers. The program offers a wide variety of skills and trades that will better assist the YACC participants in the near future. Many of us have already learned valuable skills such as fencing, bricklaying, planting, carpentry, and gardening skills. I myself depend on the honest wages I receive from the job to support my finances for college this fall.

I come before you today to plead on behalf of the community and my fellow coworkers to keep this very positive program active and alive for future communities and young adults everywhere.

Mr. MOFFETT. Thank you, Kevin.

We have a couple of other witnesses that we will hear from—Mr. O'Leary and Mr. Erling—but at this time the Chair would like to recognize members for questions, and the Chair recognizes the gentleman from Indiana, Mr. Deckard, for 5 minutes.

Mr. DECKARD. Thank you, Mr. Chairman.

Dr. Summers, first let me congratulate you on your statement and one of the most detailed, comprehensive, and professionally prepared program booklets that I have seen presented to this subcommittee during my membership on it.

I was most impressed with the figure you gave us of the cost-effectiveness of your program in 1980 of 133 percent.

As you may know, this subcommittee has jurisdiction over many Federal agencies, one of which is the Army Corps of Engineers. I feel safe in saying that the chairman of the subcommittee and other members, too, would agree with me that if the Army Corps of Engineers came in with a proposed project that had a cost-benefit ratio of 1.33:1, I guarantee you, that project would be built. However, it seems that this Congress so often places a greater priority on concrete than it does on people.

With respect to your program, does the YACC program at Vincennes afford the opportunity for enrollees to attend classes at the university who would not otherwise be able to obtain such an education?

Dr. SUMMERS. You are talking about the spin-off benefits, and that definitely is one, of having it on the university campus.

Mr. DECKARD. You have made reference to various courses available on page 8 of your statement. I wonder if you might elaborate on some of those for us.

Dr. SUMMERS. You also heard Pamala say she is taking English composition at night.

The university has endless courses available. Our class schedule runs from 8 in the morning to 10 at night.

But the first priority for them is work. They have their staging where they meet and get their tools at 7:30 in the morning. We have our vans ready to go out to the worksites. Then they get back onto the campus at about 4:30 in the afternoon. So they can take courses beginning at 5 or 5:30.

Much of it has to do with the motivation that they have and the goals that they set, but it is there—it is available.

Mr. DECKARD. I will, in a moment, pursue that line of questioning and the various alternatives or lack of alternatives that would be available to your enrollees without this program.

Do you have any idea how many of your enrollees pursue a college education or a job in an area in which they have received some training in the program?

Dr. SUMMERS. That is difficult to say—the experience that they have received. For many of them, this is the first job experience that they have had.

Pamala and I were talking about what she intends to do. She wants to go to Ball State and get a degree and become a consumer advocate. I think maybe that seeing the world of work has helped her in that regard.

Right now, I think out of our past year maybe we have 8 or 10 enrollees who are now in college full time.

Mr. DECKARD. Approximately how many of your enrollees, say in 1980, were nonhigh school graduates, and how many were able to obtain a high school equivalency diploma?

Dr. SUMMERS. I believe that may be found at the back of the materials we sent. I hope it is in here. You know, we are in a phaseout situation now. I think it was a small number—maybe four or five. It is a relatively small number. When we first started the program, it was larger than that because we received referrals from the employment security division and we would go through-

out the State and interview those people. We are the only residential camp.

Mr. DECKARD. I would like to pursue one area now that I know will be most difficult for you to answer, and perhaps some of the enrollees may be able to provide us with some insight into this. That is, what would these people be doing without this program?

Let me preface this question by saying this: Just recently, in Evansville which, as you know, is the largest city in the eighth district, it was announced that 100 CETA employees were being laid off because of budget cutbacks. The question occurred to us as to what would happen to those 100 people once they did leave the program.

We have made contact with the various officials who could provide us with that information, and the preliminary information we are getting is that nearly all of them are going on some form of welfare.

So what we have here is a situation of removing a person from a productive job for which they are receiving training. Many of them go into private enterprise after receiving that training. They are paying taxes on the salary that they receive while they are in the program, but because of budget considerations they are removed from that situation and placed directly on welfare where, of course, taxes are not being paid and where job training is not being received.

The thought occurred to us that what we really have here in the CETA program is a form of President Reagan's workfare. It did not seem to make much sense to us, both in human terms and in dollar terms, to have laid off those 100.

I wonder how that would apply to other programs such as this. Do you have any thoughts on that?

Dr. SUMMERS. The people we accept as enrollees have to be unemployed when they apply. That is the first thing we check—to see that they are unemployed. So you are developing a work force.

Mr. DECKARD. And they are paying taxes while they are employed?

Dr. SUMMERS. Yes.

Mr. DECKARD. Pamala, what kind of training did you have in high school which you may have been able to use to obtain a job?

Ms. FOSTER. Some business training. I had a couple of years of office practice and office routine.

Mr. DECKARD. Were you able to obtain a job in Muncie?

Ms. FOSTER. I do not think so because I do not think I had that much experience in it.

Mr. DECKARD. Are you developing experience in this program that you feel will be helpful later on in finding some type of employment in the private sector?

Ms. FOSTER. Yes; I have gained experience in carpentry, paving and laying bricks, building outhouses, and working on hiking and fishing trails.

Mr. DECKARD. Thank you, Pamala and Dr. Summers.

Mr. Chairman, this concludes my questioning. I would like to make the observation that I think we have seen some excellent examples here of the worthwhile assistance and training that is

available to young people and the equally worthwhile contributions that they are making to society as they are receiving that training.

I hope that more deliberate consideration is given during this budget process to preserving programs that are, in strictly dollar terms, very worthwhile and, in human terms, unquestionably worthwhile.

Thank you.

Mr. MOFFETT. The Chair thanks the gentleman, and the Chair now recognizes the gentleman from Indiana, Mr. Fithian.

Mr. FITHIAN. Thank you, Mr. Chairman.

Prior to asking some questions on the testimony this morning, let me do two things: One, let me compliment the entire panel, and let me compliment the Chair and the subcommittee staff for the range of selection of programs. I think it gives us a very good view—inner city, a university-run program, a program run in a State forest, and the like. I think that is really what the Youth Conservation Corps represents across the country, so I do not think this is a stacked deck.

My experience has been that this is one of the best programs that we have ever devised.

I would like at this point to ask the unanimous consent of the subcommittee to enter into the record a statement from John Evans, the YACC director at the Indiana Dunes National Lakeshore Park, for an abbreviated summary of another version of a program.

Mr. MOFFETT. Without objection, that will be considered as part of the record.

[The statement follows:]

Jon Evans, CAP Director, YACC
Indiana Dunes National Lakeshore

Since the implementation of the Young Adult Conservation Corps at Indiana Dunes National Lakeshore in October, 1977, the program has been handicapped as a result of threatened and imposed budget cuts, staff reductions in force, enrollee employment freeze, delays in fund allocation, and over-all low staff morale.

In spite of these obstacles, the YACC program at Indiana Dunes National Lakeshore has been very successful. The basic objectives of YACC are to help alleviate the nation's youth unemployment problem and to accomplish needed conservation work on public lands. We have reached these objectives at Indiana Dunes.

Our outreach efforts in attempting to reach all types of enrollees for employment have been extremely successful. The YACC staff has maintained regular personal contact with young adult recruiting sources in northwest Indiana. We have been very successful in meeting our enrollee employment needs at any particular time and our minority (black, female, and others) recruitment and employment have been excellent. Approximately 65% to 70% of our enrollee employment comes from the urban areas of northwest Indiana where there is high unemployment of young adults and minorities.

The YACC contribution to conservation work and the National Park Service mission at Indiana Dunes has been outstanding. Our operations have generally been of assistance in accomplishing maintenance which otherwise could not have been carried out within the constraints of the Lakeshore budget and staff. The Lakeshore is highly visible in surrounding local communities and is particularly susceptible to adverse criticism if park areas are viewed by the public as being not maintained to the highest standards.

The Lakeshore has grown appreciably in both size and visitation over the last two years without corresponding growth in park budget and staff. YACC projects in grounds clean-up, building demolition and site restoration, road maintenance, fence construction and maintenance, and off-road vehicle access closures have made Indiana Dunes better able to keep up with increasing maintenance backlogs. Projects were completed in FY80 with an appraised value of over $800,000.

In addition, YACC has performed work on public lands outside the Lakeshore boundaries which Indiana Dunes is prohibited from accomplishing. On an emergency basis, YACC has been able to assist in bettering community relations by performing work within and adjacent to the boundaries on other public lands which of necessity is not performed by the local jurisdictions. Needless to say, the former and present budget reductions and pending phase-out of the YACC program have had adverse effects on the objectives of the program and the morale of both staff and enrollees has been adversely affected. We presently have a backlog of applicants for the program and are continually assigned additional projects to complete. Without adequate funding allocations, the positions will not be filled by needy unemployed young adults and necessary projects cannot be completed.

Jon Evans, CAP Director, YACC
Indiana Dunes National Lakeshore
1100 N. Mineral Springs Rd.
Porter, IN 46304

Mr. FITHIAN. Second, I would like to see where we go from here.

Dr. Summers, I have gone through your excellent statement, and I join Congressman Deckard in his statement that we rarely see this kind of prepared material giving us that much insight into a program.

In the appendix to your statement, I am struck by certain figures, and I want to explore those a bit. As I read the history of your program in those numbers from 1977 to 1980, I see that the application ratio to the number of positions that you have granted has increased from 3.5 applicants for every position you could offer, in 1977, to 11.7 for every position you could offer in 1980. Am I reading this correctly?

Dr. SUMMERS. That is correct. I would point out one thing: This is YCC; it is not the young adults.

Mr. FITHIAN. Yes.

Let me ask you what your judgment is. You are on the scene there. With regard to the amount of money that has gone into these two programs, if the program is cut off, given the tremendous advantage—and I agree with you that it has had tremendous productivity in Indiana—is it your judgment that the State of Indiana will pick up these programs and go?

Dr. SUMMERS. I question that in terms of the budget session we have just gone through in the legislature to try to get support for higher education. Everyone is talking about economizing and more efficient operation which, in essence, means fewer dollars. I have no indication that the State will be able to do just that.

Mr. FITHIAN. As I read the figures here, I do not see that under the arrangements. I am not saying they should; I am just asking for my own information. There is no State funding in these programs then?

Dr. SUMMERS. No—other than what would indirectly come through some of the services which we provide on the university campus which, in essence, is State support. It is primarily Federal dollars.

Mr. FITHIAN. But there is no part of the budget that you have to spend on salaries?

Dr. SUMMERS. That is right.

Mr. FITHIAN. So if the Federal grant into the program is terminated—and let us just speculate—and were we to keep the program that you are directing at its present level, all of those dollars would have to come from the State.

Dr. SUMMERS. And the dollars which will be used for work on public properties will come from the State, if that were to be done.

Mr. FITHIAN. In your experience in this, do you expect that we might in one way or another attract private dollars in the absence of Federal dollars—again, were we to try to keep the program intact?

Dr. SUMMERS. That is a possibility, but I see no evidence of that at this time. As I hear what is being said on the national and State scene, they are turning more and more to the private sector, and I do not know if the private sector can respond to so many demands.

Mr. FITHIAN. This whole development really troubles me, just as one Member of the House.

I suspect, Mr. Chairman, if we went through the D.C. figures, if we went through the Connecticut figures, and if we went through the Indiana figures and every other State's figures, we would get roughly the same story. Some have probably a better cost-benefit ratio than others, and so on, but on balance I think you are going to run into this kind of cost-benefit ratio—of an investment in American young people.

I know the program in our district is really spoken of highly by people who have been in the national parks business for a very long time. They have had Federal employees, and they have had all kinds of ways to improve the national parks and to improve the national forests.

I am told repeatedly that they have never had anything that approached the cost-benefit effectiveness of this, even if you just stick to the dollars and cents and do not translate it into human terms, which you did such an excellent job of doing. Obviously, that is the purpose of the program, but if we just stay with the dollars and cents it seems to me an extraordinary program at a time when unemployment is increasing and, as I think you put it so well, pride has been slipping away from the youth of America.

I think that is a terrible indictment, but unfortunately you are correct. The pride of young people in their work—in doing something constructive that they can see when they get to the end of the day—is an extraordinary value, and it is a very intangible one but one I think we ought to be doing a whole lot more about rather than less. I am chagrined at the thought that this program is going to come to an end.

Let me just theorize for a moment, if I can be allowed this editorial opinion. If we were to take 5 percent of the money in this budget that we are going to vote on today and tomorrow or even 2 percent of the money that is going into gigantic public works projects, some of which are very questionable—if we took 5 percent of the Tennessee-Tom Bigbee project and put it into people, people like we have here this morning—it seems like that choice would be so overwhelmingly supported, and yet we cannot seem to get there.

That is my frustration, Mr. Chairman. We know the programs, and we cannot seem to get there because of whatever.

Mr. MOFFETT. Would the gentleman yield on that?

Mr. FITHIAN. I have concluded. I yield back the balance of my time.

Mr. MOFFETT. The gentleman makes a very good point. Less than 24 hours ago, this subcommittee was sitting in this room debating the issue of whether to issue a subpena to the Secretary of Energy to produce documents relating to a possible expenditure by taxpayers of billions of dollars to oil companies to develop synthetic fuels plants.

That may be necessary, but the fact is that there was no analysis that we had seen of whether or not these projects would have been built anyway—in other words, whether it was necessary for the American people to shell out $2 billion to a couple of oil companies to produce these synthetic fuels plants.

Yet the same Government is coming down hard on what the gentleman from Indiana is so rightly and properly describing as an important social investment in the future in terms of young people

and their work and their pride, confidence, self-reliance, productivity, and so forth.

We do not have to look very far. We can look right at this subcommittee which I am proud to say voted for that subpena. If we look at the work of this subcommittee, we see in our work that we are able to view these glaring and tragic contradictions in public policy.

Mr. FITHIAN. May I just add one thing, and then I will subside? I really believe that the American people, if they were to know—if the media were to talk as much about this kind of program as they talk about some of the darker sides of American experience—I cannot believe for 1 minute that the people in the State of Indiana would—if they understood the program, if they understood your figures, if they have compassion for young people—say: "Let's throw this program overboard; let's cut this program out."

I think we are in a terrible, terrible void of information that people have. I support the general notion of budget-cutting, and I can think of a lot of places where we ought to cut the budget, but the haste with which we are rushing forward to throw the baby out with the bathwater simply staggers me. This is one example.

You are here this morning talking about one example. The haste with which we are rushing forward to throw the baby out with the bathwater and to heck with the young people of the United States is one of the more depressing aspects of this session of the U.S. Congress.

Mr. MOFFETT. The Chair thanks the gentleman.

The gentleman from Indiana, Mr. Hiler, is recognized.

Mr. HILER. Thank you, Mr. Chairman.

Doctor, when you measure the cost-effectiveness of the program and under cost-benefit analysis make a dollar determination, how do you go about doing that?

Dr. SUMMERS. For the projects undertaken, there is an estimate of value made at the time the project is concluded. Then that ratio comes from the dollar invested in terms of support of enrollees and wages they receive and the value which has been received from the work.

Mr. HILER. Do you take the total amount expended in the State of Indiana, for instance, and divide it proportionately by hours? How do you factor in overhead and those kinds of things?

Dr. SUMMERS. There are two ways. The overhead is the amount of dollars we receive and what is spent in that regard. That can be estimated.

Mr. HILER. How do you factor that into the cost-benefit analysis of a particular project?

Dr. SUMMERS. If I understand what you are asking here, it would be in two ways. It would be either the hourly rate of work or the actual value of the end product—the boat dock built, the trails prepared, and those types of things for which they would go to the private sector to have accomplished. They get the value of what that might be.

Mr. HILER. I guess I understand how we are getting the benefits. How are we figuring the cost?

Dr. SUMMERS. The cost is the amount of dollars put into the program for support of the individuals and the residence costs, et cetera.

Mr. HILER. Does the State participate at all in the YACC?

Dr. SUMMERS. Not to my knowledge. It is Federal funds that come through the State, and they supervise the expenditures.

Mr. HILER. It is 100 percent Federal funds?

Dr. SUMMERS. That is my understanding.

Mr. HILER. How does the Governor's office feel about the program?

Dr. SUMMERS. Robert Orr and I have not discussed this, but people who operate it from the State level are very supportive, and I am here with their help in terms of some of the materials.

Mr. HILER. The State department of natural resources?

Dr. SUMMERS. Yes.

Mr. HILER. How long does the average enrollee stay in the YACC?

Dr. SUMMERS. It is a maximum of 12 months, and it depends on their success in the program whether they stay 12 months or their personal situation—whether they find other employment or they choose to go back to their home areas. In our program it is probably 6 to 8 months.

Mr. HILER. Why do you think President Carter proposed eliminating this program?

Dr. SUMMERS. I really do not have the insight to answer that directly. The criticisms I have heard have been the fact that it is not targeted to economically disadvantaged youth, and the budget problems, and so forth.

I would like to underscore what has been said by your colleagues from Indiana. This is a work program. This is giving people the opportunity to work, and I am sure that you support that.

Mr. MOFFETT. Would the gentleman yield briefly?

Mr HILER. Yes.

Mr. MOFFETT. I thank the gentleman for yielding.

I think--and I know the gentleman shares this—we want the record to be absolutely clear on what the Carter administration proposed and did not propose.

The Carter administration—much to my chagrin, I must say—proposed doing away with the Young Adult Conservation Corps, it proposed keeping the Youth Conservation Corps, and—just to make the record entirely clear on this matter—it proposed instead a $1-billion youth initiative to replace, among other programs, the Young Adult Conservation Corps.

One of the things that we are obviously concerned about here is that the Reagan administration has not only proposed to ax the Youth Conservation Corps and the Young Adult Conservation Corps but has totally dropped the $1 billion youth initiative proposed by the Carter administration and even cut by at least 20 percent the other youth employment programs in the budget.

So, while I was one of those who criticized the Carter administration for their position, it is a distinctly different position from what we are faced with at this time.

I thank the gentleman for yielding.

Mr. HILER. I understand that, Mr. Chairman, and my questions are directed towards the Young Adult Conservation Corps, and that is what the hearing is on today; it is not on the general area of youth employment or unemployment; it is on the YACC and the YCC.

This program was proposed to be defunded under the Carter administration, and I was curious to get from someone who is involved very closely why he thought that would have happened.

You had started to get into some of the targeting areas. Would you like to continue along those lines?

Dr. SUMMERS. I do not have that information specific enough that I can speak to it.

In terms of our program, I would say we see great benefits to both the enrollees and State properties in Indiana, some of which are in your district, but I cannot speak to all the issues that were discussed in terms of cost.

Mr. HILER. You started to speak to the targeting aspects. I wonder if you could go back to that?

Dr. SUMMERS. I really do not have enough information to discuss that knowledgeably.

Mr. HILER. Do you target? Does the YACC target their efforts towards particular individuals?

Dr. SUMMERS. The legislation says: "unemployed people, work, and training." We do that and work on public properties. I think we do that very well. I do not think you will find another program that does that.

The legislation does not say that they have to be disadvantaged; it says they must be unemployed; but we do find a number of disadvantaged people. Again, the criteria that we are using are unemployment criteria and public policy guidelines.

Mr. MOFFETT. Would the gentleman yield?

Mr. HILER. Yes.

Mr. MOFFETT. I think the gentleman raises a good question on targeting. I saw some of the other witnesses shaking their heads. They might be in a better position to speak to that.

Mr. O'Leary—if the gentleman will yield?

STATEMENT OF TERRENCE O'LEARY, PRESIDENT, NATIONAL ASSOCIATION OF STATE CONSERVATION CORPS PROGRAM AGENTS, STATE OF NEW YORK, ALBANY, N.Y.

Mr. O'LEARY. I think there were three criticisms, Congressman—that it was the least targeted of the current programs, that it was among the most costly, and that it performed no priority work. Those were the principle criticisms.

I think we can speak effectively about all three of those criticisms and, I think, persuasively indicate to you that those criticisms are just simply unfounded.

Quite frankly, I was not here today to address those specific issues.

Mr. HILER. I thought that was the purpose of the hearing.

Could you tell me about the work that is being done at Potato Creek?

Dr. SUMMERS. That is not one of the projects we described. Our people did not work on it directly. I do have some background

information. If you want to ask another question while I am finding that, I can give you the specific information.

Mr. HILER. OK. Go ahead.

Pamala, how did you become familiar with the program again? Could you recount that for me and what efforts you had been making to find a job before that that had been unsuccessful?

Ms. FOSTER. First of all, I went to the employment office in Muncie, Ind., and they were advertising a poster of YACC, so I put an application in.

In August 1980, I got a card through the mail saying two staff members from YACC would be there to speak and give interviews, and if I was still interested to go down there, so I went.

They described what YACC was all about. They showed slides, and then at the end they interviewed me, and they told me they would give me a call in a couple of weeks and see if I was still interested in YACC. About 2 weeks later, I got a call saying I was hired, so I went down there.

But before I got the job, I only worked once since I had been out of high school. I got a job working at a drive-in restaurant, but I did not stay there very long. So I applied for YACC.

Mr. HILER. Had you been trying to find another job before you got to the YACC?

Ms. FOSTER. Yes, but I was not too successful.

Mr. HILER. Do you remember how many people were interviewed in Muncie that particular time?

Ms. FOSTER. Yes. There were two girls, and it was the other girl and me that got hired. There were 10 or 11 guys. They told us there would be more advantages for the girls because there were more openings for girls, and there were only two openings for guys. I do not think any of the other guys got the job.

Dr. SUMMERS. Are you interested in Potato Creek State Recreation Area?

Mr. HILER. Yes.

Dr. SUMMERS. They have done a variety of work in recreational facilities—5 miles of horse trails, erosion work, and cross-country ski trails have been completed.

Mr. HILER. I read that. I was just curious if you had any personal familiarity with what had been going on over there.

Dr. SUMMERS. No, I do not.

Mr. HILER. OK.

Dr. SUMMERS. There is also another project in that area—Kingsbury.

Mr. HILER. Yes, I am familiar with that project. Is that being done by the YACC or the YCC?

Dr. SUMMERS. I believe it is YACC.

Mr. HILER. Can you tell me, since you mention it, if that park is ever used?

Dr. SUMMERS. Is it ever used?

Mr. HILER. Yes.

Dr. SUMMERS. I do not have any information on that.

Mr. HILER. It is in an industrial park. I am very familiar with that particular project. The group has done a phenomenal job at getting in and clearing out the area. It was overgrown with a lot of

brush, and it was on a former Army reserve area which is part of the general industrial park area.

They have been working on it for the last several summers. There has been a lot of work going on up there, but I have to confess that I have never seen people use the facility.

Dr. SUMMERS. That should be addressed by the people who supervised it at the State level.

Mr. O'LEARY. Excuse me for interrupting. If I could very briefly, I will give you somewhat of an indication of how these statistics relate to the whole matter of targeting which has been, I think, the principle criticism.

Let me run through some of the nationwide statistics by State. In the State of Arkansas, the percentage of economically disadvantaged is 25 percent; in California, it is estimated at 40 percent; Colorado, 24 percent; Illinois, 39 percent; Kansas, 41.4 percent; North Carolina, 17 percent; New York, 54.7 percent; Ohio, 45 percent; and Texas, 55.8 percent.

Mr. HILER. Thank you.

Mr. MOFFETT. Thank you, Mr. Hiler.

Mr. HILER. I might say that I certainly appreciate your appearance. It means a lot more in hearings like this where you have some familiarity with the projects, the people, and the State.

I thank you for coming and I thank you, Mr. Chairman, for having people from Indiana here.

Mr. MOFFETT. The Chair thanks the gentlemen.

Mr. Saunders?

Mr. SAUNDERS. At this time, with your permission, I would like to extend on behalf of the District of Columbia to you and anyone on your panel who would like to see some of our projects actually in operation in the innercity of the District of Columbia—please feel free to get in touch with me and we will set it up.

Mr. MOFFETT. We will take you up on that, and we will be looking at this program, not only in the District of Columbia but in other places around the country.

I understand that perhaps some of you have to catch planes, or whatever. I would like as many of you as possible who can stay to remain with us. Because our other witnesses have been very patient, I would like to bring on the second panel and have a discussion, first with Mr. Peterson, the Chief of the Forest Service, Department of Agriculture, about this program; and then, if necessary, bring this panel back, if that would be all right with the panel.

If you do have to leave—I understand, Dr. Summers, you have a problem—we understand that, and we thank you for being with us.

Without objection, your prepared statements and other documents will be included in the record at this point.

[The prepared statements follow:]

STATEMENT OF TERRENCE E. O'LEARY,
PRESIDENT OF THE NATIONAL ASSOCIATION OF
STATE CONSERVATION CORPS PROGRAM AGENTS,
BEFORE THE HOUSE ENVIRONMENT, ENERGY &
NATURAL RESOURCES SUBCOMMITTEE
WASHINGTON, D.C.
JUNE 25, 1981

WE ARE PLEASED TO HAVE THE OPPORTUNITY TO DISCUSS THE CONTRIBUTIONS OF THE YOUNG ADULT CONSERVATION CORPS AND THE YOUTH CONSERVATION CORPS PROGRAMS AND THE IMPACT OF THE LOSS OF THESE YOUTH EMPLOYMENT -- CONSERVATION PROGRAMS UPON THE NATIONAL PARKS, WILDERNESS AREAS, AND OTHER FEDERAL LANDS AS WELL AS STATE AND LOCAL PARKS AND FOREST LAND.

IT IS BOTH THE VIEW OF NEW YORK STATE AND THE NATIONAL ASSOCIATION OF STATE CONSERVATION CORPS PROGRAM AGENTS, THE LATTER I REPRESENT AS ITS PRESIDENT AND SPOKESMAN, THAT THE YACC AND YCC PROGRAMS ARE CONTRIBUTING TO THE FULFILLMENT OF THE ADMINISTRATION'S KEY ECONOMIC GOALS OF RESTORING INCENTIVES TO PRODUCTIVITY, EMPLOYMENT, SAVINGS, INVESTMENT, AND INDIVIDUAL INITIATIVE.

DURING FY 1980 YACC RETURNED $1.20 IN APPRAISED VALUE OF CONSERVATION WORK FOR EVERY DOLLAR IN OPERATIONAL FUNDS INVESTED. TO DATE, YACC HAS ACCOMPLISHED WORK WITH A TOTAL NATION-WIDE APPRAISED VALUE OF $829,265,649. IN FY 1980 YCC'S RATE OF RETURN WAS $1.04 PER EACH DOLLAR EXPENDED AND IT ACCOMPLISHED WORK VALUED AT $57,017,000. OVER ITS 10 YEARS OF OPERATION YCC HAS PERFORMED WORK VALUED AT $282,580,443.

MUCH OF THIS WORK WAS ACCOMPLISHED ON FEDERAL LANDS; ESPECIALLY CRITICAL WAS THE WORK PERFORMED IN OUR NATIONAL PARKS. FOR EXAMPLE, YACC DURING FY 1980, OVER $5 MILLION IN FORESTRY WORK WAS DONE AT CASCADES NATIONAL PARK, $923,000 AT YELLOWSTONE NATIONAL PARK; $714,500 AT MAMMOTH CAVE IN KENTUCKY. AN INTERIOR DEPARTMENT STAFF PERSON, WHO SPENT TEN YEARS AT YELLOWSTONE, STATED TO ME LAST WEEK THAT MAINTENANCE STANDARDS WILL NOT BE MAINTAINED IN THE FACE OF BUDGET CONSTRAINTS, AND THAT THE NATIONAL PARK SERVICE IS THE MOST IN NEED OF YACC OF ALL OF THE SIX BUREAUS WITHIN THE INTERIOR DEPARTMENT.

YACC'S WORK FORCE IN YELLOWSTONE HAS PROVEN TO BE CRUCIAL IN IN COPING WITH INCREASING "BACK COUNTRY USE". THE MINIMUM DIRECT PERSONNEL SAVINGS TO THE PARK IS $360,000 ANNUALLY - IF EVERY YACC POSITION AT YELLOWSTONE IS EQUATED TO A $6,000 SEASONAL POSITION.

THE CHIEF OF MAINTENANCE OF YELLOWSTONE HAS STATED THE IMPORTANCE OF YACC: "YACC KEEPS THE PARK GOING." THE 60 YACC CORPS MEMBERS REPRESENT 20% OF THE 300 MAN PERMANENT WORK FORCE. THESE CORPSMEMBERS ARE INTEGRATED INTO THE ENTIRE MAINTENANCE OPERATION AT YELLOWSTONE INCLUDING THE SHOPS, GARAGES AND "FRONT PARK" DAILY MAINTENANCE. BECAUSE OF THE RECENT CUTS IN SEASONAL WORKERS, YACC HAS BEEN REDIRECTED FROM PERFORMING THE VITAL BACK COUNTRY TRAIL REHABILITATION TO PERFORMING ROUTINE PARK MAINTENANCE. PARK PROJECTS ARE BEING BUILT BY YACC WHICH WOULD NOT OTHERWISE BE BUILT IN NATIONAL PARKS. DURING FY 1980, $82,447,852 IN CONSERVATION WORK WAS PERFORMED FOR THE SIX BUREAUS OF THE INTERIOR DEPARTMENT BY YACC.

THE BUREAU OF LAND MANAGEMENT WHICH OVERSEES 480 MILLION ACRES OF FEDERAL LANDS STATES THAT: "OVER THE LAST THREE YEARS AN ESTI-

MATED 20% OF ITS LABOR INTENSIVE WORK HAS BEEN ACCOMPLISHED THROUGH THE YACC AND YCC PROGRAMS. BLM's YACC PROGRAM, WHICH EMPLOYS AN AVERAGE OF 960 CORPSMEMBERS IN 31 CAMPS IN 11 WESTERN STATES HAS PERFORMED THE BULK OF THIS WORK. IN FISCAL YEAR FY 1980 AN ESTIMATED $19 MILLION IN CONSERVATION WORK WAS ACCOMPLISHED THROUGH THESE TWO YOUTH PROGRAMS - WITH YACC PERFORMING 94%." THE COST-BENEFIT RATIO WAS CALCULATED AT $1.43, THAT IS, FOR EACH DOLLAR SPENT, WORK APPRAISED AT $1.43 WAS ACCOMPLISHED.

THE REGIONAL DIRECTOR FOR THE WESTERN REGION PARK AREAS OF THE NATIONAL PARK SERVICE WROTE AN ASSESSMENT OF THE IMPACT ON NATIONAL PARKS THIS PAST APRIL IN WHICH HE STATED: "YOUTH CONSERVATION CORPS PROGRAMS ARE BEING UTILIZED THROUGHOUT THE WESTERN REGION WITH MANY SUCCESSFUL ACCOMPLISHMENTS. MANY PROJECTS ACCOMPLISHED BY YCC ARE SIGNIFICANT AND WOULD NOT BE COMPLETED WITHOUT OTHER RESOURCES.

MANAGEMENT AT RESPECTIVE PARK AREAS ARE EXPERIENCING INCREASED WORK LOADS WITH REDUCED BUDGETS AND LIMITED STAFF. THE WESTERN REGION BUDGET FOR FY-81 IS $60,742,700. WITH THE EXCULSION OF YCC IN FY-81, VARIOUS PROJECTS HAVE BEEN IDENTIFIED WHICH WILL NOT BE ACCOMPLISHED OR WILL BE SEVERELY CURTAILED. PROJECTS INCLUDE: TRAIL MAINTENANCE, CAMPGROUND MAINTENANCE, VISITOR CENTER SERVICES, FIREBREAK REESTABLISHMENT, SOIL EROSION CONTROL, TRAIL CONSTRUCTION, WATERSHED REHABILITATION, CONSTRUCTION OF HANDICAPPED ACCESS RAMPS, ETC.

THERE WILL BE A SEVERE IMPACT ON PARK BUDGETS AND OPERATIONS. THIS REGION WOULD NEED AN INCREASE OF APPROXIMATELY $935,400 IN FY-81, TO ALLOW PARK SERVICE MAINTENANCE STAFF TO COMPLETE YCC PROJECTS. EXISTING STANDARDS OF QUALITY VISITOR SERVICES WILL BE ADVERSELY AFFECTED. WITHOUT INCREASED FUNDING, IT WILL NOT BE FEAS-

IBLE TO PROVIDE ADEQUATE PROTECTION FOR OUR NATURAL, CULTURAL, AND HISTORICAL RESOURCES.

CONTRACTING TO COMPLETE YCC PROJECTS WAS CONSIDERED AS ANOTHER ALTERNATIVE. AN ESTIMATED $1,350,570 WOULD BE NEEDED, EXCLUDING INFLATIONARY COST, TO CONTRACT FOR SCHEDULED MAJOR PROJECTS. THIS ALTERNATIVE IS NOT DESIRABLE BECAUSE OF THE FOLLOWING: PARK LOCATION, NUMEROUS SMALL PROJECTS, SPECIALIZED ADMINISTRATION, RESEARCH AND VISITOR CENTER SUPPORT SERVICES." IT'S A LONG BUT REVEALING ASSESSMENT, QUOTED DIRECTLY.

A SAMPLING OF THE WORK AND COST-BENEFIT RATIOS OF STATES REPRESENTING VIRTUALLY EVERY PART OF THE COUNTRY REVEALS IMPORTANT INSIGHTS INTO THE PRODUCTIVITY OF YCC AND YACC.

WASHINGTON STATE

OVER HALF OF WASHINGTON STATE IS PUBLIC LANDS. 22,000 ACRES HAVE RECEIVED REFORESTATION THROUGH THE COMBINED EFFORTS OF YACC AND YCC WHICH AT TREE MATURITY WILL HAVE A MARKET VALUE OF $154 MILLION. SUCH REFORESTATION IS HELPING THE NATION TO BALANCE FOREST YIELD WITH NEW FOREST GROWTH AND ALSO REPRESENTS A SIZABLE NEW CAPITAL INVESTMENT IN RENEWABLE NATURAL RESOURCES.

TEXAS

YACC OPERATES IN SOUTHERN TEXAS, IN STARR, MAVERICK AND ZAVALA COUNTIES WHERE THE UNEMPLOYMENT RATE RANGES FROM 2.% TO 48%.

$20 MILLION IN PUBLIC BENEFITS HAVE BEEN PROVIDED BY YACC TO LOCAL CITIES AND COUNTIES MOST OF WHICH ARE SEVERELY ECONOMICALLY DEPRESSED AND WITH HIGH MINORITY POPULATIONS. THE YACC PROGRAM HAS HAD A "MULTIPLIER EFFECT" IN ECONOMIC TERMS IN GENERATING JOB INCOME WHICH IN TURN GENERATES CONSUMER SPENDING AND TAX REVENUES FOR ECONOMICALLY DISTRESSED RURAL SECTONS OF TEXAS.

OHIO

THE OHIO DEPARTMENT OF NATURAL RESOURCES HAS INDICATED THAT THE ELIMINATION OF YACC WILL PRODUCE AGENCY-WIDE CUTS IN ITS SERVICES. FOR EXAMPLE, FOREST FIRE PROTECTION, URBAN PARK AND WATERFRONT DEVELOPMENT, SEASONAL MAINTENANCE IN PARKS, REFORESTATION, AND SCENIC RIVER IMPROVEMENTS WILL ALL HAVE TO BE SEVERELY CURTAILED. THE VALUE OF WORK ACCOMPLISHED HAS BEEN ESTIMATED AT $10 MILLION WITH A RATE OF RETURN OF $ 1.70. AT A TIME WHEN UNEMPLOYMENT IS ONE FO THE MOST SERIOUS PROBLEMS FOR OHIO - CONTRIBUTING TO THE STATES CURRENT BUDGET DEFICIT - THE EMPLOYMENT OF YOUTH AND THEIR WORK IN THE NATURAL RESOURCES AREA IS VITAL TO THE HEALTH OF THE STATE.

ARKANSAS

ARKANSAS REPORTS THAT THE ELIMINATION OF YACC WILL CAUSE IT TO LOSE AN ANNUAL $ 4.5 MILLION IN APPRAISED VALUE OF CONSERVATION WORK. IT'S RATE OF RETURN IS $ 1.65. IT FURTHER REPORTS IT WILL BE SEVERE IMPACT IN REDUCING THE CREW WORK NEEDED FOR STATE AND OTHER PUBLIC LANDS.

MINNESOTA

IN MINNESOTA, APPRAISED VALUE OF CONSERVATION AMOUNTED TO $2 MILLION ANNUALLY WITH RATE OF RETURN OF $ 1.50. OF THE 350 YOUTHS EMPLOYED 62% ARE ECONOMICALLY DISADVANTAGED; 27% MINORITY YOUTHS, IN A STATE WITH A MINORITY POPULATION OF 4%. DURING THE LAST 3 YEARS, YACC CREWS HAVE SERVED AS THE PRIMARY FIRE FIGHTING MANPOWER IN NORTHERN MINNESOTA AND YACC HAS ENABLED STATE PARKS TO CONTINUE PROVIDING FULL SERVICES, WITH AS MUCH AS 30% OF THE WORK IN STATE PARKS PROVIDED BY YACC.

MISSOURI

To date Missouri has accomplished $7 million in appraised value of YACC work - with a rate of return of $ 1.40. It projects an annual loss of between $1.5 and 2 million in appraised value conservation work.

ILLINOIS

$17,391,800 in appraised value conservation work has been accomplished, including the planting of 482,000 trees, construction of 350 miles of trails and 270 recreational structures and 85,000 hours of flood control work in a state prone to flooding problems. Of the 3,300 enrollees employed, 54% were high school dropouts, nevertheless, 61% of the corpsmembers received positive placements in job and school.

MARYLAND

In Maryland, approximately 50% of its enrollees work in Baltimore with 39% of the enrollees being minority youths. A large number of enrollees are employed in the western, Appalachia area of the state. The rate of return for Maryland is $ 1.40.

CALIFORNIA

25% of the California Conservation Corps is federally-funded and the loss of this support will mean the loss of 25% of its 21 residential centers and reduce its corpsmembers work force from 1800 to approximately 1400. During FY 1980 California Corpsmembers performed 2.3 million hours of public service conservation work-highlighted by a high incidence emergency flood control, fire fighting and insect control. Corpsmembers have worked on emergency basis to save crop lands in the Delta area of California where landowners have praised the very difficult role corpsmem-

BERS HAVE PERFROMED IN REPAIRING LEVEES DURING THE FLOOD CRISIS OF 1980. DURING ONE TEN DAY PERIOD 400 CORPSMEMBERS WORKING AT LAKE ELSINORE SAVED 90 HOMES FROM FLOOD DESTRUCTION.

MONTANA

IT REPORTS 28 ENROLLEE JOBS WILL BE LOST. THE RATE OF RETURN PER DOLLAR EXPENDED IS $1.47 FOR YACC. THE ANNUAL WORK VALUE IS $282.480.

THE ELIMINATION OF YCC WILL MEAN THE LOSS OF 73 ENROLLEE JOBS WITH AN ADDITIONAL LOSS OF $185,919 IN ANNUAL APPRAISED VALUE CONSERVATION WITH A RATE OF RETURN OF $1.69.

MICHIGAN

THE STATE REPORTS THAT IT WILL LOSE YCC WORK WITH AN ANNUAL AVERAGE VALUE OF $774,000 ALONG WITH 335 JOBS FOR YOUTHS. 14% OF THESE YOUTHS HAVE BEEN MINORITY AND 19% ECONOMICALLY DISADVANTAGED. YCC RETURNS $1.50 PER DOLLAR INVESTED. AT MT. MARQUETTE STATE PARK, A SPECIAL WORK PROJECT WAS COMPLETED BY HANDICAPPED ENROLLEES INVOLVING THE CONSTRUCTION OF A NEW CAMPSITE WITH THE RATE OF WORK PRODUCTIVITY EQUALING THAT OF ENROLLEES WITHOUT ANY HANDICAPS.

MICHIGAN WILL LOSE $4 MILLION IN ANNUAL YACC CONSERVATION WORK AND 280 ENROLLEE POSITIONS, 33% OF WHICH ARE FILLED WITH EITHER MINORITY OR DISADVANTAGED YOUTHS. THE RATE OF RETURN IS ALSO $1.50. PERHAPS THE LARGEST IMPACT, BESIDES THE LOSS OF ALMOST 300 JOBS, WILL BE THAT $4 MILLION IN HIGH PRIORITY CONSERVATION WORK WILL BE LEFT UNDONE EACH YEAR. ALSO A UNIQUE RELATIONSHIP WILL BE ENDED WITH THE NATIONAL URBAN LEAGUE, WHICH OPERATES A RESIDENTIAL CAMP IN PONTIAC ONE OF THE MOST DENSELY POPULATED AND ECONOMICALLY DISTRESSED CITIES IN THE NATION.

COLORADO

THE STATE REPORTS AN APPRAISED VALUE OF CONSERVATION WORK FOR FY 1980 OF $830,000 WITH A RATE OF RETURN OF $1.60 FOR ITS YACC PROGRAM. YACC IS WORKING IN 14 STATE PARK AND RECREATION AREAS, 12 OF WHICH ARE URBAN LOCATIONS. HALF OF YACC'S WORK CONSISTS OF DOING BASIC PARK MAINTENANCE AND REPAIRS, THE OTHER HALF CONSISTS OF CONSTRUCTION PROJECTS WHICH ARE AIDED BY THE USE OF A SAWMILL OPERATION WHICH PROVIDES FINISHED LUMBER PRODUCTS FROM TIMBER THINNED FROM STATE LANDS. 20% OF COLORADO'S ENROLLEES ARE MINORITY YOUTHS.

COLORADO'S YCC PROGRAM WILL LOSE WORK WITH AN ANNUAL APPRAISED VALUE OF $230,000, REPRESENTING A RATE OF RETURN OF $1.30. 140 YCC ENROLLEES WOULD NO LONGER BE WORKING IN FIVE STATE PARKS, THREE URBAN. VITAL EROSION CONTROL AND BEACH STABILIZATION WORK WILL BE LOST. 30% OF THE YCC ENROLLEES ARE MINORITY YOUTHS.

VIRGINIA

VIRGINIA REPORTS THAT THE LOSS OF YACC WILL MEAN THAT NO ADDITIONAL PARK AND RECREATIONAL FACILITIES WILL BE CONSTRUCTED BY PARK PERSONNEL IN THE FORESEEABLE FUTURE DUE TO BUDGET CONSTRAINTS. THE ANNUAL LOSS IN APPRAISED VALUE CONSERVATION WORK WILL BE $2.7 MILLION. THE RATE OF RETURN IS $1.40. GRANT FUNDS HAVE BEEN SUB-GRANTED TO 42 LOCALITIES WITH 27% OF THE ENROLLEES REPRESENTING MINORITY GROUPS.

NORTH CAROLINA

THE STATE REPORTS IT WILL LOSE $5.3 MILLION ANNUALLY REGARDING THE LOSS OF CONSERVATION WORK. ITS RATE OF RETURN IS $1.16. 42% OF ITS ENROLLEES ARE MINORITY YOUTHS AND 26% ARE CONSIDERED ECONOMICALLY DISADVANTAGED.

THROUGH ITS YCC PROGRAM $836,209 IN APPRAISED VALUE OF CONSERVATION WORK HAS BEEN ACCOMPLISHED BETWEEN 1978 AND 1980. ITS RATE OF RETURN IS 88¢.

MASSACHUSETTS

THE STATE REPORTS THAT THE LOSS OF YACC WILL MEAN THAT FIELD RESEARCH CONCERNING PUBLIC RECREATION FACILITIES UTILIZED FOR STATE PLANNING WILL BE DISCONTINUED. PERHAPS MOST IMPORTANT OF ALL, IS THE LOSS OF THE COOPERATIVE PROJECT WITH THE STATE MARINE FISHERY PROGRAM WHICH ASSISTS COMMERCIAL AND RECREATIONAL FISHING BY PROVIDING SALMON AND HERRING STOCKING FOR THE CONNECTICUT RIVER AND CAPE COD. MOREOVER, THE TIMBER STAND IMPROVEMENT PROGRAM CURRENTLY OPERATING ON 10,000 ACRES OF STATE FOREST WILL BE ABOLISHED HAVING A NEGATIVE IMPACT ON THE STATE'S FOREST PROGRAM. THE ANNUAL LOSS OF THE APPRAISED VALUE OF CONSERVATION WORK IS ESTIMATED AT $1,900,000 AND THE RATE OF RETURN IS $1.18. IN GENERAL, THE STATE PARK, FOREST AND WILDLIFE MANAGEMENT AREAS WILL SUFFER A DECLINE IN MAINTENANCE SERVICES AND IMPROVEMENTS. BEYOND WHICH 205 JOBS WILL BE LOST, 52% OF WHICH ARE FILLED WITH ECONOMICALLY DISADVANTAGED YOUTHS.

ELIMINATION OF YCC WILL MEAN LOSS OF 450 JOBS WITH AN AVERAGE RATE OF RETURN ON WORK PERFORMED OF $1.10. THIS IMPACT WILL BE LARGELY FELT THROUGH THE DECLINE OF MAINTENANCE IN THE PARKS IN BOSTON, LOWELL AND SPRINGFIELD AND PUBLIC INTERPRETATIVE PROGRAMS WILL BE CURTAILED. 18% OF YCC'S ENROLLEES ARE MINORITY YOUTHS WITH THE CURRENT MINORITY POPULATION OF THE STATE BEING 5%.

IOWA

DURING FY 1980, YACC ENROLLEES PERFORMED WORK VALUED AT OVER $2.7 MILLION WITH A RATE OF RETURN OF $1.78. 180 YOUTHS WERE EMPLOYED OF WHICH 7% WERE MINORITY WITH A STATE PERCENTAGE OF 2½%.

KANSAS

THE STATE REPORTS THE LOSS OF THE YCC PROGRAM MEANS AN ANNUAL LOSS OF CONSERVATION APPRAISED WORK OF $234,000 WITH THE RATE OF RETURN $1.54. THE AVERAGE LOSS OF JOBS WILL BE 134 SUMMER JOBS, 14% OF WHICH ARE FILLED WITH MINORITY YOUTHS ON THE AVERAGE.

THE STATE REPORTS THAT THERE WILL BE SIGNIFICANT PROBLEMS WITH STATE PARK MAINTENANCE RESULTING FROM THE LOSS OF 54 YACC JOBS. THE LOSS IN AVERAGE ANNUAL APPRAISED VALUE OF WORK WILL BE $970,200 THE CURRENT RATE OF RETURN IS $1.58.

WISCONSIN

THE STATE REPORTS IT WILL LOSE $2.6 MILLION IN ANNUAL AVERAGE CONSERVATION WORK WITH A RATE OF RETURN OF $1.22 PER DOLLAR EXPENDED. 454 JOBS WILL BE LOST WITH A RESULT THAT MANY COUNTY AND CITY PARKS WILL NOT RECEIVE REGULAR MAINTENANCE DUE TO THE ABSENCE OF YACC.

NORTH DAKOTA

DURING FY 1980, NORTH DAKOTA EMPLOYED 34 ENROLLEES WHO PERFORMED WORK VALUED AT $204,576 WITH A RATE OF RETURN OF BETWEEN 82¢ AND $1.07.

THE STATE REPORTS THAT WITH THE LOSS OF THE YCC PROGRAM, AT LEAST 76 ENROLLEE JOBS WILL BE LOST ALONG WITH APPRAISED VALUE CONSERVATION WORK WHICH HAS AVERAGED $118,827 ANNUALLY.

DELAWARE

IT REPORTS THE LOSS IN APPRAISED VALUE OF CONSERVATION WORK IS ALMOST $158,000 ANNUALLY WITH A RATE OF RETURN OF 99¢. THE LOSS OF THIS PROGRAM WILL MEAN THAT STATE PARK DEVELOPMENT PROJECTS WILL EITHER BE DELAYED OR NOT UNDERTAKEN IN MANY CASES. DELAWARE STATES

THAT YCC'S MAJOR CONTRIBUTION MAY BE THE ATTITUDINAL CHANGE IN IMPROVING THE PUBLIC'S RESPECT FOR THE PRESERVATION OF THE NATURAL ENVIRONMENT AND SPECIFICALLY STATE PARKS. 89 ENROLLEE JOBS WOULD BE LOST TO DELAWARE'S STATE PARKS.

SOUTH DAKOTA

THE STATE REPORTS IT WILL LOSE 125 ENROLLEE JOB SLOTS AND SUFFER AN ANNUAL LOSS IN APPRAISED VALUE OF CONSERVATION WORK OF $280,000 WITH A RATE OF RETURN OF $1.20 FOR YACC.

THE LOSS OF THE YCC PROGRAM WILL ELIMINATE 73 ENROLLEE JOBS WHICH PRODUCE ANNUAL CONSERVATION WORK WHICH HAS AVERAGED $94,000 WITH A RATE OF RETURN OF $1.22.

NEW YORK STATE

NEW YORK STATE'S YACC CORPSMEMBERS HAVE ACCOMPLISHED WORK VALUED AT $24,303,905 WHILE EMPLOYING 4,000 ENROLLEES IN JOBS VITAL TO ITS STATE AND MUNICIPAL PARKLANDS AND FOREST LANDS. THE CORPSMEMBERS' COMPOSITION HAS INCLUDED 60% ECONOMICALLY DISADVANTAGED; 8.6% WITH PRIOR CRIMINAL RECORDS; 4.3% VETERANS; 47% HIGH SCHOOL DROPOUTS, AND 40% MINORITY YOUTHS. THE ANNUAL PER ENROLLEE WORK VALUE FOR FY 1980 WAS $22,336 WITH A STATEWIDE RATE OF RETURN OF $1.83.

IN NEW YORK CITY, ENROLLEES HAVE PERFORMED IN CENTRAL PARK, AND PARKS THROUGHOUT THE CITY, VITAL HORTICULTURE AND LANDSCAPE REHABILITATION WORK WITH A TOTAL APPRAISED VALUE OF OVER $6 MILLION -- WITH A RATE OF RETURN OF $2.47. NEW YORK CITY YACC ENROLLEES HAVE BEEN COMPOSED OF 86% ECONOMICALLY DISADVANTAGED; 18% WITH PRIOR CRIMINAL RECORDS, 77% DROPOUTS AND 89% MINORITY YOUTHS.

YACC IS ENABLING FORTY PARKS IN NYC TO RECEIVE CONSISTENT MAINTENANCE TO ENABLE THE PARKS TO CONTINUE TO PROVIDE QUALITATIVE LEISURE AND RECREATIONAL ACTIVITIES AT A TIME OF SEVERE FISCAL CONSTRAINTS AND GROWING NEED FOR THESE MAINTENANCE SERVICES.

AT THE STATE LEVEL YACC IS DOING CRUCIAL WORK IN THE ADIRONDACK PARK AREA WHERE IT PROVIDES THE ONLY REGULAR MAINTENANCE FOR THE HIKING--SKIING TRAILS, AND FISHING AND CAMPING AREAS WITHIN A WILDERNESS AREA ALMOST THE SIZE OF NEW JERSEY.

THE STATE DEPARTMENT OF ENVIRONMENTAL CONSERVATION REPORTS THAT NEW YORK STATE WOULD LOSE 1,475 YCC ENROLLEE POSITIONS AND AN ANNUAL APPRAISED VALUE OF CONSERVATION WORK OF ALMOST $3 MILLION SHOULD YCC BE TERMINATED. ITS RATE OF RETURN DURING FY 1980 WAS $1.83. THE IMPACT OF THE LOSS OF THE PROGRAM WILL BE SUBSTANTIAL BECAUSE OF THE EXTENSIVE MUNICIPAL GRANTS WHICH BENEFIT TOWNS, CITIES AND COUNTIES THROUGHOUT NEW YORK. YCC PERFORMS AN EXTRAORDINARY SERVICE FOR COUNTY AND LOCAL GOVERNMENTS IN MAINTAINING AND DEVELOPING PARK LANDS AND UNDERTAKING SPECIAL PROJECTS BEYOND THE REALM OF ROUTINE MAINTENANCE. THE STATE RECEIVED APPLICATIONS FROM MUNICIPALITIES REQUESTING A TOTAL OF $20 MILLION IN GRANT FUNDS FOR FY 1981 PROJECTS -- A DRAMATIC INDICATION OF THE DEMAND FOR THE YCC PROGRAM.

IT HAS BECOME ABUNDANTLY CLEAR THAT YACC'S INEXPENSIVE NATIONAL WORKFORCE IS ESSENTIAL TO THE WELL-BEING OF MUNICIPAL AND STATE LANDS, AND TO AN INCREASING DEGREE AS STATE AND LOCAL OPERATING BUDGETS ARE DIMINISHED THROUGH THE IMPACT OF INFLATION AND CUTS.

SO IT IS ALSO CLEAR THAT THE NATIONAL PARK SERVICE HAS A COMPELLING NEED FOR BOTH THE YACC AND YCC PROGRAMS. THE SUPERINTENDENT OF YOSEMITE NATIONAL PARK STATED IN A REPORT ON THE IMPACT OF

YCC's LOSS: "CLOSURE OF THE YCC PROGRAM WOULD CONSTITUTE A MAJOR LOSS TO THE PARK, THE PARK VISITORS, AND TO THE YCC ENROLLEES. WE FIRMLY SUPPORT CONTINUATION OF THIS INVALUABLE PROGRAM."

THE SUPERINTENDENT OF THE SANTA MONICA MOUNTAINS NATIONAL RECREATION AREA SIMILARLY STATED: "THE COST TO THE SANTA MONICA MOUNTAIN AREA TO COMPLETE THE PROPOSED YCC PROJECTS WOULD BE OVER $40,000. TO UTILIZE YCC CREWS WOULD COST APPROXIMATELY $8,500. AT THE PRESENT TIME, THE SANTA MONICA MOUNTAINS NATIONAL RECREATION AREA EMPLOYS ONLY ONE MAINTENANCE WORKER. TO HAVE HIM UNDERTAKE AND COMPLETE THESE PROJECTS IN A SUITABLE TIME FRAME WOULD NOT BE FEASIBLE."

THE PARADOX IS THAT YACC AND YCC HAVE BEEN LABELED -- QUITE FALSELY -- AS AMONG THE MOST COSTLY PROGRAMS FOR YOUTHS; IF ANYTHING, THE PER PARTICIPANT COSTS ARE BELOW THE NORM.

THE NATIONAL CENTER ON INSTITUTIONS AND ALTERNATIVES REPORTED IN MARCH THAT THE NATIONAL AVERAGE COST OF KEEPING A YOUNG PERSON IN AN INSTITUTIONAL PROGRAM WAS $17,832, WHILE THE AVERAGE COST OF A COMMUNITY - BASED PROGRAM WAS $10,982. YACC's COST WAS $10,664 IN FY 80.

IN NEW YORK, IT COSTS $37,960 PER YEAR TO MAINTAIN A TEENAGE YOUTH IN A COMMUNITY - BASED DETENTION CENTER, THE MOST PREVALENT FORM OF INSTITUTIONALIZATION AND $58,400 IN A SECURE LOCKUP.

TO ASSERT THAT THESE PROGRAMS ARE EXPENSIVE AND PERFORM ONLY LOW PRIORITY WORK IS A CALLOUS EXAMPLE OF FISCAL EXPEDIENCY CURRENTLY IN FASHION WHICH IGNORES NOT ONLY THE LESSON OF THE CIVILIAN CONSERVATION CORPS OF THE 1930's BUT ALSO THE FACTS ABOUT TEENAGE UNEMPLOYMENT AND THE RESULTING SOCIAL COSTS.

THE IMPORTANCE TO THE AMERICAN PEOPLE OF OUR NATION'S PUBLIC LANDS AND PARKS IS DRAMATICALLY ILLUSTRATED IN THE GROWTH OF NATIONAL PARK ATTENDANCE WHICH ROSE FROM 82,000,000 IN 1960 TO 260, MILLION VISITORS IN 1977, AND CONTINUES TO GROW -- ESPECIALLY IN THE MORE URBAN AREAS. EACH YEAR PARK ATTENDANCE INCREASES BY 5% AND THIS LEVEL OF INCREASE IS BEING FELT ACUTELY IN PARKS WITH LONGER OPERATING SEASONS AND URBAN PARKS. LAST YEAR, FOR INSTANCE, 1.5 BILLION VISITS WERE MADE TO LOCAL PARKS AND 850 MILLION AT ALL STATE PARKS. HOW IS IT POSSIBLE TO RESTRAIN THE DECLINE IN THE QUALITY OF OUR PARKS IF A VITAL AND RELATIVELY INEXPENSIVE WORK FORCE LIKE YACC IS NO LONGER BEING PROVIDED?

THE ARGUMENT FOR RETAINING FEDERAL SUPPORT FOR YACC -- ITS 20,000 YOUNG, HARD WORKING AND LOW-PAID CORPSMEMBERS -- IS A COMPELLING ONE BECAUSE YACC SERVES A VITAL PUBLIC INTEREST.

THE DEPARTMENT OF THE INTERIOR STATED IN A POSITION PAPER ON THE YACC AND YCC PROGRAMS: "THE ARGUMENTS PUT FORWARD BY THE PROGRAMS' OPPONENTS APPEAR OVERLY SIMPLISTIC AND FAIL TO RECOGNIZE EITHER THE HIGH COST OF UNEMPLOYMENT AMONG THE NATION'S YOUNG OR THE COMPOUNDING COSTS OF A DETERIORATING NATURAL RESOURCES MANAGEMENT SYSTEM. FURTHER, THEY FAIL TO SEE THE OBVIOUS BRIDGE BETWEEN THE TWO AND DO NOT RECOGNIZE THE GREATER ECONOMY OF UTILIZING THE YCC AND THE YACC TO REDUCE THIS DETERIORATION."

WITH A FEDERAL BUDGET APPROACHING $700 BILLION IT IS HARD TO RATIONALIZE THE DESTRUCTION OF TWO OF THE MOST PRODUCTIVE AND BENEFICIAL YOUTH PROGRAMS (THERE ARE PRECIOUS FEW), WHICH HAVE CONTRIBUTED SO PROFOUNDLY TO OUR NATION'S WELL-BEING.

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THE ANSWER MAY BE TO REMOVE THESE PROGRAMS FROM THE FEDERAL BUDGET AT THE END OF FY 1982 AND SUSTAIN THEM BY EARMARKING A PERCENTAGE OF THE PROCEEDS FROM THE SALE OR LEASING OF OUR NATION'S TIMBER AND MINERAL WEALTH. OR, A SECOND POSSIBILITY MIGHT BE TO EARMARK A PERCENTAGE OF THE TOTAL ACCESS FEE REVENUE RECEIVED FROM THE PUBLIC WHO VISIT NATIONAL AND STATE PARKS. EITHER WAY, THE YACC AND YCC PROGRAMS COULD SERVE TO REDRESS THE IMBALANCE BETWEEN THE CONSUMPTION AND RENEWAL OF OUR NATION'S NATURAL AND RECREATIONAL RESOURCES.

ATTACHMENT TO JUNE 25, 1981 TESTIMONY

FY 1980 YACC ENROLLEE COMPOSITION STATISTICS
FOR NINE RANDOMLY SELECTED STATES

	AK	CA	CO	IL	KS	NC	NY	OH	TX
Ethnicity									
White	78.7 %	65.9 %	85.0 %	64.0 %	85.5 %	68.0 %	67.5 %	75.0 %	38.1 %
Black	21.3 %	15.9 %	1.4 %	31.0 %	9.6 %	29.0 %	24.8 %	23.9 %	15.1 %
Hispanic	0	14.6 %	9.0 %	2.0 %	2.2 %	1.0 %	4.7 %	2.0 %	45.8 %
Indian	0	1.9 %	4.1 %	2.0 %	2.7 %	2.0 %	2.3 %	0	0.7 %
Asian	0	2.6 %	0	1.0 %	0	0	0.6 %	0	0.3 %
Sex									
Male	66.9 %	69.4 %	65.0 %	78.0 %	66.4 %	78.0 %	70.0 %	65.0 %	64.2 %
Female	33.1 %	30.6 %	35.0 %	22.0 %	33.6 %	22.0 %	30.0 %	35.0 %	35.8 %
Education									
8th + under	6.1 %	0.7 %	0	3.0 %	62.0 %	3.0 %	3.5 %	35.0 %	11.6 %
9 - 10th grade	37.9 %	36.2 %	18.0 %	53.0 %	(HS Dropouts)	9.0 %	39.3 %	(HS Dropouts)	55.2 %
High School	48.3 %	51.2 %	48.0 %	34.0 %		57.0 %	40.8 %		29.5 %
1-3 yrs. Col.	5.0 %	11.4 %	20.0 %	8.0 %		8.0 %	13.7 %		3.7 %
4+ yrs. Col.	1.6 %	0.5 %	14.0 %	2.0 %		2.0 %	2.7 %		0
Economically Disadvantaged	25.0 %	40.0 % (est)	24.0 %	39.0 %	41.4 %	17.0 %	54.7 %	45.0 %	55.8 %

47

Indiana Department of Natural Resources
and
Vincennes University

Young Adult Conservation Corps

A STATE AND LOCAL PERSPECTIVE

Testimony before House of Representatives
Sub-Committee on
Environment, Energy and Natural Resources
by

Phillip M. Summers, Ph.D.
and
Pamala Foster

June 25, 1981

THE YOUNG ADULT CONSERVATION CORPS PROGRAM HAS BEEN DESIGNATED FOR FUNDING REDUCTION AND PHASE-OUT WITHIN THE NEXT FISCAL YEAR. THIS ACTION IS BEING UNDERTAKEN IN PART BECAUSE THE PROGRAM HAS BEEN CRITICIZED FOR BEING "COSTLY," AND FOR NOT TARGETING ECONOMICALLY DISADVANTAGED YOUTHS. IRONICALLY, SUCH CRITICISM RAISES ONE DIMENSIONAL FISCAL QUESTIONS ABOUT THE YOUNG ADULT CONSERVATION CORPS WHICH IS ONLY ONE IMPORTANT PROGRAM OF MANY IN THE GOVERNMENT'S COMPREHENSIVE APPROACH TO SOLVING THE NATION'S YOUTH UNEMPLOYMENT PROBLEM. UNFORTUNATELY, MUCH OF THE DISCUSSION ABOUT YACC COMPLETELY FAILS TO ADDRESS SUCH IMPORTANT ISSUES AS THE CONTRIBUTION THE PROGRAM MAKES TOWARD REDUCING THIS COUNTRY'S BACKLOG OF CONSERVATION WORK. FURTHERMORE, THERE EXISTS CONSIDERABLE EVIDENCE WHICH SUGGESTS THAT THE YACC PROGRAM IS IN FACT COST-EFFECTIVE, AND PROVIDES A VALUABLE SERVICE TO AMERICA'S YOUTH AS WELL AS PERFORMS NEEDED WORK TO PRESERVE AND IMPROVE OUR NATION'S NATURAL RESOURCES.

THUS, IT IS THE PURPOSE OF THIS TESTIMONY TO DEMONSTRATE THE COST-EFFECTIVENESS OF THE YACC PROGRAM, TO BRIEFLY EXPLAIN THE TREMENDOUS VALUE OF THIS PROGRAM FOR FEDERAL, STATE AND LOCAL GOVERNMENT AGENCIES CHARGED WITH MANAGING PUBLIC LANDS AND WATERS.

AND TO LET YOU HEAR FROM AN ENROLLEE THE EQUALLY IMPORTANT BENEFITS OF THIS PROGRAM FOR THE YOUTHS SERVED. COMPARATIVE DATA IS IN THE MATERIAL WHICH YOU HAVE RECEIVED DOCUMENTING YACC'S COST-EFFECTIVENESS AND AGENCY SERVICE. I WILL MAKE REFERENCE TO SOME OF THOSE STATISTICS WHICH PROVIDE STRONG EVIDENCE OF THE PROGRAM'S VALUE AND I WILL BRIEFLY DESCRIBE THE YOUNG ADULT CONSERVATION CORPS RESIDENTIAL PROGRAM OPERATED BY VINCENNES UNIVERSITY.

THE STATE OF INDIANA'S YACC GRANT PROGRAM REPRESENTS SEVEN-TENTHS OF ONE PERCENT OF THE NATIONAL YACC EFFORT. INDIANA RESIDENT AND NON-RESIDENT YACC CREWS ACCOMPLISHED THE FOLLOWING IN 1979 AND 1980: 90,000 HOURS OF TIMBER MANAGEMENT, 197,000 HOURS OF RECREATION AREA DEVELOPMENT AND MAINTENANCE, 58,000 HOURS OF WILDLIFE MANAGEMENT, 33,000 HOURS OF SOIL AND WATER CONSERVATION WORK, AND AN ADDITIONAL 314,416 HOURS IN RELATED RESOURCE MANAGEMENT ACTIVITIES. PUBLIC TAX DOLLARS IN INDIANA'S PROGRAM DURING THAT SAME PERIOD EQUALED JUST OVER 3 MILLION DOLLARS. THE VALUED DOLLAR RETURN FOR EVERY DOLLAR INVESTED IN INDIANA'S PROGRAM WAS 114% IN 1979 AND 133% IN 1980. THESE FIGURES CAN BE STUDIED IN DETAIL BY REFERRING TO TABLE 1 IN THE APPENDIX OF THE

BACKGROUND MATERIAL. SIXTY PERCENT OF ALL FUNDS APPROPRIATED FOR YACC IN 1980 WERE SPENT ON WAGES PAID DIRECTLY TO THE YOUTHS ENROLLED IN THE PROGRAM. THESE WAGES, IN ADDITION TO STAFF SUPPORT AND OTHER OVERHEAD COSTS, RESULTED IN AN AVERAGE ANNUAL PROGRAM COST OF $10,352 PER MAN/YEAR.* WHAT MAKES THIS FIGURE MOST REMARKABLE IS THE FACT THAT IT INCLUDES THE COST OF MAINTAINING 25% OF THE YACC ENROLLMENT IN RESIDENTIAL CAMPS.

THE ABOVE FIGURES CLEARLY SHOW THAT THE YACC PROGRAM IS ACCOMPLISHING A SIGNIFICANT AMOUNT OF CONSERVATION WORK, IS RETURNING MORE THAN A DOLLAR IN VALUE FOR EVERY DOLLAR INVESTED, AND COSTS CONSIDERABLY LESS TO ACCOMPLISH A YEAR'S WORTH OF CONSERVATION WORK THAN THROUGH MORE TRADITIONAL MEANS (i.e. HIRING PROFESSIONAL EMPLOYEES OR CONTRACTING FOR THE WORK).

THE VAST MAJORITY OF WORK TYPICALLY NEEDED AND DONE BY LAND, WATER AND RESOURCE MANAGEMENT AGENCIES IS LABOR INTENSIVE, DOES NOT REQUIRE HIGHLY SKILLED PERSONNEL, AND CAN BE QUICKLY AND EASILY PLANNED. THESE CHARACTERISTICS MAKE THE CONCEPT OF YOUTH CONSERVATION EMPLOYMENT PROGRAMS IDEALLY SUITED TO EFFECTIVELY SERVE AGENCIES SUCH AS THE U.S. DEPARTMENTS OF

*man/year - represents the equivalent of one person working 40 hours per week, 52 weeks per year

AGRICULTURE AND THE INTERIOR, STATE NATURAL RESOURCE AGENCIES, AND LOCAL PARK AND RECREATION DEPARTMENTS. AS THE UNITED STATES GOVERNMENT ENTERS A PERIOD OF BUDGET AUSTERITY, NATURAL RESOURCE MANAGEMENT AGENCIES AT ALL LEVELS MAY BE HARDEST HIT BY FUNDING REDUCTIONS. THIS SITUATION ONLY SERVES TO REINFORCE THE NEED FOR PROGRAMS WHICH CAN EFFICIENTLY COMPLETE NATURAL RESOURCE MANAGEMENT WORK. NOT ONLY ARE THE AGENCIES ABLE TO EFFICIENTLY REDUCE A GROWING LIST AND BACKLOG OF NEEDED WORK PROJECTS, BUT THE YOUTHS EMPLOYED ARE ABLE TO ENGAGE IN A JOB EXPERIENCE WHICH "MEETS" THEM AT THEIR EXPERIENCE AND SKILL LEVEL. HENCE, THE YACC ENABLES THE PUBLIC AGENCY TO HAVE CRUCIAL WORK DONE WITH QUALITY AND LOW EXPENSE, WHILE AT THE SAME TIME PROVIDING POSITIVE AND MEANINGFUL WORK FOR YOUNG ADULTS. THIS DUAL BENEFIT SPEAKS TO THE HEART OF THE VALUE OF PROGRAMS LIKE THE YACC.

THE VINCENNES UNIVERSITY RESIDENTIAL PROGRAM

THE VINCENNES UNIVERSITY YOUNG ADULT CONSERVATION CORPS RESIDENTIAL PROGRAM IS PRESENTLY COMPLETING THE THIRD YEAR OF OPERATION. THE UNIVERSITY'S RESIDENTIAL CAMP IS UNIQUE IN THAT IT IS THE ONLY YACC RESIDENTIAL PROGRAM IN THE NATION LOCATED AT A

COMPREHENSIVE COMMUNITY JUNIOR COLLEGE. VINCENNES UNIVERSITY SERVES OVER 5,000 STUDENTS AND HAS A COMPREHENSIVE COMMUNITY SERVICE AREA WITH MANY PROGRAMS FOR DISADVANTAGED PERSONS. IN ADDITION, APPROXIMATELY 2,000 STUDENTS, ALONG WITH THE ENROLLEES, LIVE IN THE FOUR CAMPUS RESIDENCE HALLS.

THE WORK COMPONENT IS THE BACKBONE OF THE VINCENNES UNIVERSITY YACC PROGRAM, WITH APPROXIMATELY 85% OF ALL WORK BEING CONDUCTED ON STATE AND LOCAL PUBLIC PROPERTIES. THE REMAINING 15% OF THE WORK DIRECTLY BENEFITS THE CAMPUS COMMUNITY AS ENROLLEES WORK WITH THE VINCENNES UNIVERSITY'S DEPARTMENTS OF MAINTENANCE, STUDENT SERVICES, CAMPUS PLANNING AND HORTICULTURE. THE UNIVERSITY'S RESIDENTIAL SETTING OFFERS TREMENDOUS ADVANTAGES FOR THE ENROLLEES WHICH INCLUDE TRAINING, PERSONAL ENRICHMENT AND COMMUNITY SERVICE OPPORTUNITIES. I AM PERSONALLY AWARE THAT ENROLLEES TRULY EARN THEIR SALARIES AND TAXPAYERS RECEIVE THEIR "MONEY'S WORTH" FOR THE TAX DOLLARS SPENT AT THE VINCENNES UNIVERSITY YACC RESIDENTIAL CAMP. FOLLOWING ARE SOME EXAMPLES OF WHAT HAS BEEN ACCOMPLISHED. (PICTURES OF THE PROJECTS CAN BE FOUND ON THE PAGES IMMEDIATELY FOLLOWING THE PRINTED TESTIMONY).

FIRST, IN OCTOBER, 1979, THE UNIVERSITY'S YACC BEGAN

WORK ON THE KNOBSTONE TRAIL AND ESTABLISHED A SPIKE CAMP, LOCATED APPROXIMATELY 200 MILES FROM CAMPUS NEAR NEW ALBANY, INDIANA. THIS SPIKE, OR TENT, CAMP IS A UNIQUE PART OF YACC, AS IT OFFERS ENROLLEES NEW EXPERIENCES IN OUTDOOR LIVING, NUTRITION, FOOD PREPARATION, AND OTHER ACTIVITIES IN WHICH THEY WOULD OTHERWISE NOT PARTICIPATE. WHEN COMPLETE, THE KNOBSTONE TRAIL WILL BE A 150 MILE HIKING/BACK-PACKING TRAIL THROUGH SOUTHERN INDIANA. THIS PROJECT IS A COOPERATIVE EFFORT OF YACC, THE INDIANA DIVISION OF OUTDOOR RECREATION, AND THE INDIANA DIVISION OF FORESTRY.

SECONDLY, MUCH WORK HAS BEEN ACCOMPLISHED IN FISH AND WILDLIFE MANAGEMENT AT PATOKA AND GLENDALE STATE FISH AND WILDLIFE AREAS. OVER 9,000 HOURS OF WILDLIFE MANAGEMENT, AND 21,000 HOURS OF VISITOR-ACCESS IMPROVEMENTS HAVE BEEN COMPLETED. YACC-CONSTRUCTED FISHING TRAILS AT THE PATOKA SITE HAVE OPENED SURFACE MINE STRIP PITS FOR FISHING WHICH HAVE PREVIOUSLY BEEN INACCESSABLE TO FISHERMEN. FISH ATTRACTORS AND A 110 UNIT BOAT DOCK HAVE BEEN CONSTRUCTED BY ENROLLEES AT THE GLENDALE SITE.

THIRDLY, UTILIZING LUMBER CUT IN THE STATE FOREST, A SOLAR GREENHOUSE NEEDED TO GROW BEDDING PLANTS WAS BUILT AT MARTIN STATE FOREST BY YACC ENROLLEES. THE LOGS WERE SAWED AT THE STATE

SAWMILL IN CLARK STATE FOREST BY NON-RESIDENT ENROLLEES FROM ANOTHER YACC PROJECT. THE STONE USED IN THE CONSTRUCTION WAS NATIVE TO THE AREA WHICH ENROLLEES OBTAINED FROM LOCAL CREEK BEDS.

FINALLY, AGRICULTURAL WORK HAS BEEN COMPLETED COOPERATIVELY WITH PURDUE UNIVERSITY AT THEIR SOUTHWEST AGRICULTURE RESEARCH CENTER. ACTIVITIES INCLUDE CLEARING OVERGROWTH, EROSION CONTROL, PLANTING EXPERIMENTAL CROPS, AND ASSISTING IN INSTALLING AN IRRIGATION SYSTEM. THE WORK, ACCOMPLISHED TO DATE, IS VALUED AT $20,000. THE JOINT PROJECT IS AN EXAMPLE OF THE YACC AND ANOTHER UNIVERSITY COOPERATING TO MAXIMIZE PUBLIC BENEFIT.

THE FEW PROJECTS WHICH HAVE BEEN MENTIONED AS EXAMPLES OF THE NEEDED WORK ACCOMPLISHED BY THE VINCENNES UNIVERSITY'S YACC HAVE GREATLY BENEFITTED THE STATE'S PUBLIC PROPERTIES.

ENROLLEE TRAINING IS AN IMPORTANT PROGRAM OBJECTIVE. VINCENNES UNIVERSITY'S ENROLLEES HAVE PARTICIPATED IN WORKSHOPS TO STRENGTHEN THEIR WORKING AND LIVING SKILLS. PRESENTATIONS ON FIRST AID, TOOL SAFETY, WILD FIRE CONTROL, AND BACK INJURIES ARE REPRESENTATIVE OF WORK-RELATED TRAINING ACTIVITIES.

BECAUSE THE UNIVERSITY'S YACC PROGRAM IS RESIDENTIAL,

ENROLLEES NEED INFORMATION ABOUT HEALTH PRACTICES, GROUP LIVING AND USE OF LEISURE TIME. COURSES DEALING WITH SMOKING AND DRUG AWARENESS, VOCATIONAL EXPLORATION, RAPPELLING, PERSONAL HYGIENE, AND PERSONAL FINANCE HAVE BEEN PRESENTED TO THE ENROLLEES. ALSO, ENROLLEES HAVE BECOME INVOLVED IN UNIVERSITY COURSES SUCH AS REMEDIAL READING, CONSERVATION LAW ENFORCEMENT, AND CARDIO PULMONARY RESUSCITATION. ADDITIONALLY, YACC RELIES UPON THE UNIVERSITY'S ADULT BASIC EDUCATION PROGRAM TO ASSIST NON-HIGH SCHOOL GRADUATES WHO WISH TO OBTAIN A HIGH SCHOOL EQUIVALENCY DIPLOMA. THESE IN-SERVICE AND EDUCATIONAL PROGRAMS HELP TO DEVELOP YACC ENROLLEES INTO MORE PRODUCTIVE AND EMPLOYABLE CITIZENS.

IN ADDITION TO WORK AND TRAINING ORIENTATION, THE VINCENNES UNIVERSITY YACC ENCOURAGES ENROLLEES TO ENGAGE IN A WIDE VARIETY OF CONSTRUCTIVE RECREATIONAL ACTIVITIES DURING THEIR LEISURE TIME. THESE ACTIVITIES ARE IMPORTANT TO DEVELOPING NECESSARY SOCIAL, LEADERSHIP AND ORGANIZATIONAL SKILLS AND INCLUDE FIELD TRIPS, SOCIAL EVENTS AND INTRAMURAL SPORTS.

THE UNIVERSITY STRESSES NOT ONLY POSITIVE ENROLLEE EFFORTS IN WORK AND RECREATION BUT ALSO ENCOURAGES ENROLLEE

INVOLVEMENT IN COMMUNITY ACTIVITIES. THE YACC PROGRAM HAS ACHIEVED A VERY POSITIVE IMAGE IN THE LOCAL COMMUNITY BECAUSE ENROLLEES AND STAFF HAVE VOLUNTEERED THEIR TIME AND TALENT TO DIFFERENT ORGANIZATIONS. EXAMPLES OF THE ORGANIZATIONS THAT YACC ENROLLEES HAVE VOLUNTARILY ASSISTED ARE THE KNOX COUNTY HEART ASSOCIATION, THE SALVATION ARMY, AND THE SPIRIT OF VINCENNES FESTIVAL. ONE ENROLLEE IS A VOLUNTEER VINCENNES TOWNSHIP FIRE-FIGHTER, ANOTHER IS AN EMERGENCY MEDICAL TECHNICIAN AND HAS VOLUNTEERED TO WORK BLOOD MOBILE UNITS AND MOBILE FIRST AID STATIONS, AND A THIRD HAS PLAYED AN ACTIVE ROLE IN A LOCAL THEATER GROUP. THE KNOX COUNTY CHAPTER OF THE AMERICAN RED CROSS PRESENTED A CERTIFICATE OF RECOGNITION TO AN ENROLLEE WHO HAD GIVEN FIRST AID ASSISTANCE TO A UNIVERSITY STUDENT WHO WAS UNCONSCIOUS AND BLEEDING FROM AN ACCIDENT. THE ENROLLEES' FIRST AID SKILL HAD BEEN ACQUIRED AS PART OF THE YACC TRAINING AND EDUCATIONAL PROGRAM. THE VINCENNES UNIVERSITY YACC ENROLLEES DO CONTRIBUTE GREATLY TO COMMUNITY SERVICES AND COMMUNITY ORGANIZATIONS.

I HAVE ATTEMPTED TO BRIEFLY EXPLAIN THE COST-EFFECTIVENESS OF YACC IN INDIANA, TO ILLUSTRATE BY EXAMPLES

THE WORK ON NEEDED NATURAL RESOURCE PROJECTS WHICH HAS BEEN ACCOMPLISHED IN OUR STATE AND TO PROVIDE INFORMATION ABOUT VINCENNES UNIVERSITY'S RESIDENTIAL YACC PROGRAM. IN ADDITION, I BELIEVE YOU WILL APPRECIATE THE BENEFITS OF THIS PUBLIC SERVICE JOB PROGRAM BY HEARING FROM AN ENROLLEE. MISS PAMALA FOSTER HAS WORKED ON SOME OF THE PROJECTS WHICH HAVE BEEN DESCRIBED AND CAN TELL YOU WHAT WORKING AND EARNING A SALARY MEAN.

TESTIMONY OF PAMALA FOSTER

HELLO -- MY NAME IS PAMALA FOSTER. I COME FROM A FAMILY OF SEVEN AND GREW UP IN MUNCIE, INDIANA. IN MAY OF 1980, I GRADUATED FROM MUNCIE CENTRAL HIGH SCHOOL AND UNEMPLOYMENT IS VERY HIGH IN THAT CITY. I FIRST HEARD ABOUT THE VINCENNES UNIVERSITY YACC RESIDENT CAMP FROM THE MUNCIE EMPLOYMENT SERVICE OFFICE IN JANUARY, 1979. MY INTERVIEW WAS HELD IN MUNCIE WITH TWO VINCENNES UNIVERSITY YACC STAFF PEOPLE AND I WAS HIRED TO WORK IN SEPTEMBER, 1980.

SINCE I HAVE BEEN IN THE YACC FOR EIGHT MONTHS I HAVE MET MANY DIFFERENT PEOPLE AND ENJOY THE SCHOOL ENVIRONMENT. I HAD NEVER BEEN AWAY FROM MY FAMILY BEFORE AND IT WAS THE FIRST TIME I HAD EVER HAD ROOMMATES OTHER THAN MY SISTERS. MY DORM ROOMMATES

SEEM LIKE FAMILY NOW AND I HAVE LEARNED TO LOVE THEM THE SAME AS FAMILY.

OUR WORK PROJECTS ARE HARD WORK MOST OF THE TIME. I HAVE LEARNED TO USE A POSTHOLE DIGGER, CHAIN SAW, LAY PAVING BRICKS, PAINT, AND TO BUILD FISHING AND HIKING TRAILS. I LIKE WORKING ON THE KNOBSTONE TRAIL AT SPIKE CAMP. IT IS A NICE CHANGE FROM THE CAMPUS TO THE TENT CAMP. AT SPIKE CAMP I HAVE BEEN THE COOK A FEW TIMES AND GOT UP AT 5 a.m. TO FIX BREAKFAST FOR THE OTHER WORKERS. I BELIEVE TO ACCOMPLISH SOMETHING, YOU HAVE TO GIVE A LITTLE BEFORE YOU RECEIVE.

THE OTHER WORKERS AND I HAVE BEEN TAUGHT FIRST AID AND HOW TO WORK SAFELY WITH CHEMICALS WHILE DOING TIMBER STAND IMPROVEMENT.

DURING OUR OFF-HOURS, MANY OF US VOLUNTEERED TO SELL LOLLIPOPS AT LOCAL BANKS TO MAKE DONATIONS FOR THE LOCAL HEART FUND.

TWO NIGHTS A WEEK I HAVE BEEN TAKING AN ENGLISH CLASS AFTER WORK AT VINCENNES UNIVERSITY AND I HOPE TO GO TO BALL STATE UNIVERSITY IN MUNCIE AFTER I COMPLETE MY TWELVE MONTHS IN YACC. I HAVE BEEN SAVING ABOUT HALF OF MY PAYCHECK FOR COLLEGE.

I WOULD HATE TO SEE THE YACC PROGRAM END. I FEEL LIKE WE REALLY DO THE WORK. I WISH THE PROGRAM LASTED LONGER FOR ME BECAUSE I WOULD LIKE TO STAY AT THE VINCENNES UNIVERSITY YACC RESIDENT CAMP LONGER THAN TWELVE MONTHS. I HOPE OTHER YOUNG PEOPLE GET THE SAME CHANCE I DID. THANK YOU.

SUMMARY

THIS PRESENTATION HAS OFFERRED SIGNIFICANT EVIDENCE WHICH DEMONSTRATES THE COST-EFFECTIVENESS OF THE YOUNG ADULT CONSERVATION CORPS PROGRAM, THE SERVICE IT PROVIDES TO NATURAL RESOURCE MANAGEMENT AGENCIES AND THE VALUE OF THIS PROGRAM FOR YOUNG ADULTS. ATTACHED TO THIS TEXT IS ADDITIONAL INFORMATION WHICH REFLECTS VARIOUS DIMENSIONS OF THE PROGRAM.

AS YOU CONSIDER THIS TESTIMONY AND REVIEW THE ATTACHED MATERIAL, I REQUEST THAT SERIOUS AND POSITIVE CONSIDERATION BE GIVEN TO THE NEED FOR CONTINUING YOUTH CONSERVATION EMPLOYMENT PROGRAMS LIKE THE YOUNG ADULT CONSERVATION CORPS. THE PROGRAMS CAN EITHER BE CONTINUED IN THEIR PRESENT FORM OR REPLACED BY NEW LEGISLATIVE INITIATIVES. EITHER OPTION IS ENTHUSIASTICALLY ENDORSED AND SUPPORTED. WHAT IS CRUCIAL IS THE CONTINUATION IN SOME FORM OF THE VALUABLE SERVICE TO AMERICA'S YOUNG PEOPLE AND TO OUR NATURAL RESOURCES. THANK YOU.

Written Testimony

of

Richard D. Couch, Director of Operations
Connecticut Department of Environmental Protection

The Young Adult Conservation Corps and the Youth Conservation Corps are two national programs supported in part by grants from the federal government. Both programs employ young people on needed conservation projects on publicly-owned lands and waters. The YACC program, geared to youths 16-23 employes enrollees who are out of school (unemployed) for up to one year, during which time they construct bridges, recreational buildings, nature trails, with a considerable amount of work accomplished in the fields of wildlife management, timber stand improvement projects, and stream habitat improvement. The YCC program engages high school aged youth in similar work but puts 1/4 of its emphasis on environmental education.

During the two and one-half years since its start-up in October of 1978, the U.S. Young Adult Conservation Corps has had a dramatic impact on the land, water and wildlife resources of Connecticut that are administered by the Department of Environmental Protection. The State's Parks, Forests, Fish Hatcheries, and Wildlife Management Areas and Heritage Sites have seen remarkable improvements because of this exceptionally worthwhile and cost-effective program.

In addition and not at all secondary in value, the 750 young adults who have participated in accomplishing the nearly four million dollars worth of work that has been done have benefitted in terms of personal growth, skill development and the self-satisfaction and pride of accomplishment that comes from not only working hard but in having the visual manifestation of that work available to show to others - friends and family. Similar accomplishments can be cited for YCC.

A third area of benefit from both YCC and YACC is in the realm of the intangible. The work ethic has most certainly benefitted. Fully 55% of the enrollees who terminate from the Connecticut YACC program, for example, do so because they have found higher paying jobs in unsubsidized employment. Many of these young adults are able to secure such employment because of the skills and work experience gained in the program and because of the Department's efforts at helping them to prepare job applications, prepare for interviews, and in providing them with advice on job opportunities through the State Labor Department.

According to a 1977 report on Public Service Employment, there are three important values to be gained by public service programs that employ young people:

- first, skills, work habits and experiences gained in the work environment have a significant effect on potential for continuing in the labor force beyond age 24;

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- secondly, many young people do not get jobs upon leaving school because of their reluctance to settle down, public service employment is an appropriate step in the maturation process for these people;
- thirdly, repeated rejections of young people by the labor market may well result in their reluctance to commit themselves to long term or continued employment at an older age.

Natural resource management agencies, because of the endless variety and huge back log of labor intensive work that needs to be done on our parks, forests, streams and wildlife management areas, are uniquely equipped to provide vast numbers of relatively unskilled young people with meaningful work that results in visible accomplishments and job satisfaction. In addition, we believe that our natural resources gain in intangible ways from being able to provide young people with the opportunity and some degree of responsibility for managing them. We have witnessed a sensitivity to the resources and their careful use that develops after as short a period as two months of working with them. YCC is particularly valuable in this regard because of its emphasis on environmental education.

The YACC program is particularly cost effective in that it is now averaging a return of over $1.30 in work accomplished for every grant dollar invested. If the work done by the program is indeed necessary - which it is - and is one on public lands - which it is, then the logical conclusion is that the taxpayers of the State and Nation will pay for it in one way or another. It seems only reasonable, therefore, that we take advantage of an exceptionally cost effective program in accomplishing this work.

The YCC program is somewhat less cost effective, returning 98¢ on the grant dollar invested. Considering that fully 1/4 of the time commitment in YCC is allotted to the education of its enrollees in environmental concepts, so high a return is, indeed, a remarkable achievement.

Finally, the concept of the Conservation Corps type of program is extremely popular stemming from the legacy of the Civilian Conservation Corps earlier this century. The YACC is a successful extension of the concept and the legacy, it is functioning and has most of the "bugs" worked out. In short, it does what it's supposed to do: does it well and very efficiently. To completely dismantle such a program simply does not make good economic sense when we can be reasonably certain that sometime in the not-too-distant future, it will be mandated to begin again. And to begin again means putting the bureaucracy back into place, working out the administrative problems, acquiring the tools and equipment necessary for the program to function, and so on, all at substantial cost. In fact, a recent

survey showed that States expended between 15% and 25% of the first year's grant funds in order to "start up" the YACC program in 1978. There is no dollar return for these start up costs. In other words, now that we have successfully invented the wheel, why break the mold and start all over again?

In summary, YACC should be looked upon as a very cost efficient program that returns more in the value of work accomplished than the dollar amount invested. It is a program that looks to the present by helping to ameliorate current problems but which impacts on the future by fostering the work ethic in its enrollees.

YCC, on the other hand, should be looked upon as an investment in the future - of our youth and our natural resources. This program is efficient in that it does return 96¢ in work accomplished for the dollar spent. But it also has a 1/4 educational component that cannot be measured in financial terms. It is as difficult to measure the value of environmental education in YCC as it would be to evaluate the education received in the public schools. We know instinctively that both produce better citizens and are important to our social and economic well-being. But to attach a dollar figure to that importance serves little purpose . By the end of the year, the Connecticut program , alone will have provided over 111,000 hours of environmental education to enrollees since it began in 1974.

One human value of these programs that can be placed in economic terms is this:

If either program is successful in encouraging the work ethic in only one of its enrollees and in fostering values in that enrollee that will help keep him or her out of trouble with the law, that enrollee will be worth $400,000 to society by age 60 - at current costs for incarceration and current earnings at minimum wage.

The recidivism rate in Connecticut's correctional system is 94%; 25% of incarcerated persons will return in one year; 68% in ten years. The average term of incarceration is 18 months at a cost of $16,750 to the taxpayers. This equates to an expenditure of tax dollars of $126,000 over a period of 40 years for one individual.

OMB's poverty guidelines for this year, however, are $4,410 for a family of one. Unadjusted for increased earning power, this equates to $174,000 over the same 40 year period.

Adding these two figures together, one enrollee in either program who benefits in this way will save $126,000 in tax money and contribute $174,000 to the economy. We must certainly be doing at least this well.

When evaluating the economic benefit of YACC, consider too the following:

Many of the unemployed, uneducated young adults eligible for YACC will, invariably, apply for welfare. In 1980, the State of Connecticut distributed an average of $1,404 to the almost 135,000 persons in the AFDC program. Each person continued to receive assistance for an average of 51.6 months! And, 27.3% of all welfare recipients went back to State assistance.

For every YACC enrollee employed in Connecticut, the taxpayers will save $1,404 per year. Over an average work lifetime of 40 years, each former YACC'er will save the State $56,160.00. 55% of our enrollees move on to permanent employment. The savings to the people of Connecticut is immense. And this, of course, does not consider each person's contribution to the economy as an employed adult.

SPECIFIC RECOMMENDATIONS:

1.) 1982 funding:

- YCC - authorized level is $60 million; since the amount is so small, full funding would be desirable: However, the program could continue to function on as low a figure as $45 million and still return viable results.

- YACC - the $140 million level of funding is bare minimum to maintain viable results; $200 million is better and will return a higher dollar value of work accomplished for the dollar invested than at the $140 million. New funding for 1982 - bare bones - should be $82 million (plus the $58 million deferred from 1981) = $140 million. For the more cost efficient $200 million level, new funding would have to be at $142 million.

- The point in continuing funding for 1982 is a simple one of economics - until the programs are adequately evaluated, we should make every effort to keep them alive and functioning. Once they are shut down, we will have the enormous wasted costs associated with start-up.

2.) USDI is the funded agency for YCC. YACC, since it is up for reauthorization in 1982, should be funded to USDI and taken out of CETA. The Congress and the President are not getting an accurate picture of YACC from USDOL. Whether it is intended or not, the cost per enrollee calculations are completely different and discriminate

against YACC in comparison to other CETA programs. The same is true of the certification of "disadvantaged youth" procedures.

3.) The state grant programs are jointly administered by USDI and USDA. This creates conflict at the grantor agency level, confusion at the state level, unnecessary delays, bureaucratic wrangling and a waste of money for two separate and duplicative administrative bureaucracies. Both programs should be administered by one natural resource management agency - with the other agency receiving an apportionment by interagency agreement. Since YACC is up for reauthorization, this might be easier to accomplish for that program than for YCC which would require amending PL 93-408.

4.) The grantor agencies now take 6% off the top from the state grant portion of both programs for administrative costs. This is exhorbitant. I would suggest either a flat administrative budget appropriated by Congress (preferred) or a limitation to 4% maximum.

5.) The present distribution of funds is 70% to the Federal agencies and 30% to the States, a 50/50 split would see more "targeted" youth served and almost certainly more youth employed with a higher return for the dollar.

I would respectfully urge the sub-committee to review a publication of the Youth Policy Institute entitled "Youth Service and Conservation: Meeting National Needs in the Eighties ... A Report on the Young Adult Conservation Corps". It is comprehensive and particularly insightful. It may well prove a deciding factor in your decisions regarding youth conservation employment programs.

Government of the District of Columbia

Department of Employment Services

• East Potomac Building • 605 G Street, N.W. • Washington, D.C. 20001

Testimony By: John H. Saunders
YACC, State Grant Coordinator
District of Columbia

Date: June 25, 1981

Given Before: Senate Subcommittee for Environment, Energy and Natural Resources

Subject: Overview of the District of Columbia's Young Adult Conservation Corps (YACC) State Grant Program

The District of Columbia has had the privilege of operating a YACC State Grant program since Fiscal Year (FY) 1978.

The primary focus of the Districts' YACC projects have been in the Field of Urban Conservation, mainly in the area of Recreational Development.

As a result of YACC funding, the District of Columbia Prime Sponsor has been able to employ a cumulative total of 266 young disadvantaged minorities. In addition, our projects have significantly increased the utilization of previously underdeveloped space.

Although much of the work performed by our YACC enrollees is billed under the rubric of Recreational Development, YACC efforts have also served various other functions. For example, YACC participants have indirectly helped reduce yokes, robbery, purse snatching and assault incidences by eliminating the hiding places of would be offenders through their clearing and shrubbery overgrowth thinning efforts.

Another example of YACC involvement was the construction of a recreational facility on a vacant lot used for unauthorized dumping and the abandonment of old cars. This same lot now houses a full size basketball court, handball court, swings and slides for children and setting areas for senior citizens. During the construction process, it became apparent that the enrollees were experiencing a great deal of personal pride in the facilities design and development.

Urban Conservation

Generally conservation is thought of as something that happens in rural areas of our country. However, there is ample reason to apply this term to work of the same nature being performed in Inner City locations. The development of new recreational areas, the refurbishing of dilapidated existing facilities in areas of high population and the preservation of space which would otherwise not be accomplished is our idea of Urban Conservation.

To date, the District of Columbia has spent approximately $663,336 on its various projects the total worth of these projects is $1,627,987, giving us a significant cost benefit ratio of approximately $2.31 returned for every $1.00 spent.

In the District of Columbia, YACC projects provide a cost effective and efficient method of accomplishing badly needed conservation work, work that would otherwise not be done at all, or at a minimum, cost much more to perform. YACC offers full time employment and training to its enrollees and a chance to be productive wage earners and contributors to the overall betterment of our community.

Mr. MOFFETT. If we could bring forward the next three people and have this panel take seats in the audience, we would appreciate that.

Could we have Mr. O'Leary remain with this panel? He will be talking about the national perspective here.

The Chair calls our next three witnesses appearing in the form of a panel: Mr. Alex P. Mercure, vice president, National Council of La Raza; Mr. R. Max Peterson, Chief, Forest Service; and Mr. Rexford Resler, executive vice president, American Forestry Association.

I would like to welcome you gentlemen.

Mr. Peterson, if I am not mistaken, I think you have the time constraint. We thank you for your patience. You have heard the testimony of our first panel.

We would like to note that your statement, without objection, will be considered as part of the record. You may proceed in any fashion you wish to summarize or respond, if you desire, to what you have heard here.

First, I would like to swear this panel in—Mr. O'Leary I believe you were sworn in earlier—so, if you would, stand and raise your right hand.

Do you swear to tell the whole truth and nothing but the truth, so help you God?

Mr. PETERSON. I do.

Mr. MERCURE. I do.

Mr. RESLER. I do.

Mr. ANDERSON. I do.

Mr. MOFFETT. Mr. Peterson, would you introduce yourself for the record and then proceed?

STATEMENT OF R. MAX PETERSON, CHIEF, FOREST SERVICE, DEPARTMENT OF AGRICULTURE, WASHINGTON, D.C., ACCOMPANIED BY LEON ANDERSON, DIRECTOR, HUMAN RESOURCES PROGRAMS

Mr. PETERSON. Thank you, Mr. Chairman.

I am Max Peterson, Chief of the Forest Service of the Department of Agriculture. I have with me on my left Mr. Leon Anderson, who is the Director of our Human Resources Programs, and who, I believe, would be very helpful in answering some of the questions that you might have.

I have prepared a rather detailed statement which you have. In the interests of time, I would merely like to say that we have been involved in both of these programs since their inception. Mr. Leon Anderson has a great deal of information on the programs.

As you are aware, the termination of these programs was a part of the fiscal year 1982 budget effort to achieve budget savings and a redirection of Federal Government activities.

Both of these budget items, incidentally, appeared in budgets of other agencies—the YACC in the budgets of the Department of Labor and the YCC in the budget of the Department of Interior—so I probably will not be able to give you detailed information on the analysis that went into the changes, but we will be glad to tell you all that we can about the program, Mr. Chairman.

With that, I will be pleased to respond to questions that you or the other members may have.

Mr. MOFFETT. I thank you, and I would like to pursue some questions because I know you may have to leave.

First, there are a couple of things that I would like to get on the record. I think it is important as a preface to questions. We want to ask about State parks here. Mr. O'Leary, I guess you could begin to address that.

I would like to introduce into the record at this time, without objection, several Department of Interior memorandums which are marked exhibit 1. These discuss the cutback in the Youth Conservation Corps and the impact that it will have on several National Parks. Without objection, they will be included at this point.

[The material follows:]

APR 21 1981

United States Department of the Interior

NATIONAL PARK SERVICE
WESTERN REGION
450 GOLDEN GATE AVENUE BOX 36063
SAN FRANCISCO, CALIFORNIA 94102

IN REPLY REFER TO:

April 10, 1981

Memorandum

4/21

To: Associate Director, Management and Operations, National Park Service
Attention: Chief, Division of Youth Activities

From: ACTING Regional Director, Western Region

Subject: YCC program closing and the impact affecting Western Region Park areas

This report provides an assessment of the elimination of the YCC program, FY-81, and its impact affecting Western Region Park areas. An immediate result of the YCC program closing will be increased youth unemployment. Corpsmembers with minimum skills, lacking environmental conservation exposure, and limited work experience will compete for other decreasing job opportunities. Major and significant projects will not be accomplished, increasing the threat to park resources.

During fiscal year 1980 in the Western Region, YCC operation included nine areas with 297 corpsmembers, at a budget of $501,800. In December 1980, the Region prepared a YCC FY-81 budget for ten areas with proposed enrollment of 297 corpsmembers. The initial funding allocation was $564,000. Youth Conservation Corps programs are being utilized throughout the Western Region with many successful accomplishments. Many projects accomplished by YCC are significant and would not be completed without other resources.

Management at respective park areas are experiencing increased work loads with reduced budgets and limited staff. The Western Region budget for FY-81 is $60,742,700, which, considering inflation, is slightly less than FY-80 figures of $54,077,600. With the exclusion of YCC in FY-81, various projects have been identified which will not be accomplished or will be severely curtailed. Projects include: trail maintenance, fence construction, rehabilitation of historical structures, campground maintenance, visitor center services, prescribed burning, control or eradication of exotic plants, trail signs, rip-rap erosion control, landscaping, refurbishment of nature trail, Indian Village landscaping, installing trail signs, painting buildings, posting park boundary, campground projects, fence repair, firebreak reestablishment, soil erosion control, wildlife watering spring development, construct trails, taking water samples, dismantling of old structures, watershed rehabilitation, construction of handicapped access ramps, and picnic table construction.

There will be a severe impact on park budgets and operations. This region would need an increase of approximately $232,400, in FY-81, to allow Park Service maintenance staff to complete YCC projects. Existing standards of quality visitor services will be adversely affected. Without increased funding, it will not be feasible to provide adequate protection for our natural, cultural, and historical resources.

Contracting to complete YCC projects was considered as another alternative. An estimated $1,350,570 would be needed, excluding inflationary cost, to contract for scheduled major projects. This alternative is not desirable because of the following: Park location, numerous small projects, specialized administration, research and visitor center support services. These factors would hinder the issuing of contracts.

Corpsmembers will be confronted with limited job opportunities and high unemployment. This is even more critical for young people ages 15-18 where unemployment may exceed 50% in some areas. Many enrollees who are unskilled, less educated, from all social, economic, ethnic, and racial classifications, will seek work in local communities with severe economic and social problems. The unemployment rates for all ages for the month of February 1981 were the following:

Area of Recruitment	Unemployment Rate
California	7.7
Hawaii	7.1
Arizona	6.4
Nevada	7.0

Youth unemployment is always considerably higher than the rate for all workers. Public assistance may be required for enrollees who are unable to find employment, and the unemployment rates would immediately increase.

Please find enclosed the Superintendents' responses to the YCC closing and its impact on park areas. If you have any questions, please contact the Regional Chief, Division of Youth Activities and Special Programs at (FTS)556-1712.

John H. Davis

Enclosures

United States Department of the Interior

NATIONAL PARK SERVICE
GOLDEN GATE NATIONAL RECREATION AREA
FORT MASON, SAN FRANCISCO, CALIFORNIA 94123

IN REPLY REFER TO:
A9819
(GOGA) D

March 25, 1981

Memorandum

To: Regional Director, Western Region

From: General Superintendent, Golden Gate National Recreation Area

Subject: YCC Program Closing and the Impact Affecting the Park Areas

Reply Due: March 25, 1981

In response to the questions concerning the impacts of the discontinuation of the YCC Program at Golden Gate National Recreation Area we submit the following:

1. What major projects will be affected by the closing of the YCC Program in FY '81? See enclosed Form 5's as approved for FY '81.

2. How much of an impact will the closing of these Youth Programs affect the park's budget? With the budget problems the park has experienced this year, there are two ways to answer this question. According to the standard method for determining appraisal value of the YCC work projects the park will not receive $72,000 in YCC work projects, including supplies and materials. The second perspective indicates that with the park's limited resources in FY '81, few, if any, of these projects will be undertaken. The net result being, no significant negative financial impact but a loss of a great many improvement projects.

   What would it cost the National Park Service Maintenance worker to complete these projects? Assuming these projects could be completed by a National Park Service laborer, based on a $7.25/hour wage the 47 proposed projects would total some $160,000. See enclosures.

3. What are the social and economic disadvantages facing the enrollees getting employment in their local community? The obvious disadvantage is that the 45 potential enrollees will not earn or learn from the YCC Program. With regard to alternate job possibilities the market appears to be very tight. These youth will enter an already flooded market with few, if any, skills and a necessity to obtain special under age work permits. In addition, many will procrastinate their job search in hopes of a YCC Program and thereby will be behind their competitors in applying for alternative employment.

The social and economic problems associated with unemployment will be very real and perhaps very harsh for these youth.

4. What would it cost the park to contract the projects done by the YCC Program? Based on the rough estimates provided by the Chief of Maintenance, the direct costs of commercial contracting for these projects would be about $250,000. See enclosed Form 5's.

Enclosures

YOUTH CONSERVATION CORPS WORK PROJECTS

NAME	NUMBER (1-4)	CAPACITY (5-7)	WORK DAYS (8-10)	BUREAU
Marin Headlands		45*	5	National Park Service

DATE HIGGF CONSTRUCTED	DATE PROGRAM ENDED
June 15, 1978	August 12, 1978

NAME OF PERSON TO ANSWER QUESTIONS CONCERNING THIS INFORMATION	PHONE NUMBER
Janet F. Milestone	752-2519

LOCATION: Golden Gate NRA, South District

(12) (13)

☐ MALE 1 ☐ 5-DAY RESIDENTIAL 1 ☐ 4-WEEK CAMP 4 ☒ 7-WEEK CAMP
☐ FEMALE 2 ☒ 7-DAY RESIDENTIAL 2 ☐ 5-WEEK CAMP 5 ☐ 8-WEEK CAMP
☒ COED 3 ☐ NONRESIDENTIAL 3 ☐ 6-WEEK CAMP 6 ☐ 10-WEEK CAMP

DA IT DS (14)	PROJECT NO. (17-18)	PROJECT TITLE	PUBLIC RESOURCE BENEFITS: APPRAISED VALUE (19-24)	QUANTITY (25-31)	UNIT OF MEASURE (32-42)	MINIMUM LABOR COSTS NPS STAFF (est)	Commercial Contractor Cost (est)	
	36	Exotic Plant Removal Stinson Beach	1500	5	Acres	400	2,000	4,000
	37	Exotic Plant Removal Tennessee V.	1500	120	Acres	1000	4,000	6,000
	38	Exotic Plant Removal Rodeo V.	60	60	Acres	300	3,000	5000
	39	Fence Removal - Tennessee V.	2000	30	Acres	500	4,000	6,000
	40	Fence Removal - Bolinas Ridge	800	20	Acres	250	2,000	4,000
	41	Erosion Control North E. Rodeo	1800	10	Acres	500	4,000	6,000
	42	Trail Work Vegetation Clearing Rodeo	1200	4000	Linear Ft.	600	4,000	8,000
	43	Bench installation Kirby Cave	1000	6	number	200	2,000	3,000
	44	Bench installation - Sunset Trail	1500	4	number	150	2,000	3,000
	45	Trail Work - Pirates Cave	3000	1000	Linear Ft.	600	5,000	8,000
	46	Trail Construction - Townsly Slide	3500	1200	Linear Ft.	200	6,000	10,000
	47	Vista Improvement - Bird Rock Point Bonita Outdoor Center	2100	1	number	120	3,500	6,000
		TOTAL	69,000			25,200	159,000	241,700

73

YOUTH CONSERVATION CORPS WORK PROJECTS

CAMP NAME	NUMBER (1-4)	CAPACITY (5-7)	WORK DAYS (8-10)	BUREAU
Marin Headlands		45	5	National Park Service

ENROLLED IN PROJECT (Use Applicable Blocks)	DATE PROGRAM STARTED	DATE PROGRAM ENDED
(11) (12) (13) (14)	June 15, 1981	August 19, 1981
☐ MALE 1 ☐ 5-DAY RESIDENTIAL 1 ☐ 4-WEEK CAMP 4 ☑ 7-WEEK CAMP	NAME OF PERSON TO ANSWER QUESTIONS CONCERNING THIS INFORMATION	PHONE NUMBER
☐ FEMALE 2 ☑ 7-DAY RESIDENTIAL 2 ☐ 5-WEEK CAMP 5 ☐ 8-WEEK CAMP	James F. Milestone	751-2519
☐ COED 3 ☐ NONRESIDENTIAL 3 ☐ 6-WEEK CAMP 6 ☐ 10-WEEK CAMP	LOCATION	
	Golden Gate NRA, South District	

(9) (10) PROJECT NO. (17-20)	PROJECT TITLE	PUBLIC RESOURCE BENEFITS: APPRAISED VALUE (21-24)	QUANTITY (25-31)	UNIT OF MEASURE (32-)	MAINTENANCE COSTS NPS $MF(est)	COMMERCIAL CONTRACT COST (est)	
13	Exotic Plant Removal - Oakland V.	1800	150	Acres	200	3,000	5000
14	Habitat Enchancement - Redwood Creek	2000	4	Acres	800	3,000	5000
15	Reverse Construction - Stinson	2000	1	Acres	71200	3,000	12,000
16	Reverse Construction - Ft. Funston	3500	1	Acres	2000	14500	20000
17	Alcatraz Island Terrace Clearing	1000	1	Acres	1600	3,000	5000
18	Restorction Historic Work-Jeromish O'Brian	2000	2	Acres	800	5500	8,000
19	Channel Clearing - Elk Creek	1500	6000	Linear Ft.	400	3,000	5,000
20	Channel Clearing Haypress Creek	1500	8000	Linear Ft.	400	4,000	6,00
21	Camp Construction	500	1	projects	1200	1,000	3,000
22	Debris Removal- Alta Rd.		1	Acres	800	1,000	2,000
23	First Aid Training		1	number	360		
	TOTAL	17,800			9760		

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74

79

YOUTH CONSERVATION CORPS WORK PROJECTS

[illegible] Marin Headlands	NUMBER (1-4)	CAPACITY (5-7) 45	WORK DAYS (8-10) 5	AGENCY National Park Service
[illegible]			DATE PROGRAM STARTED June 15, 1981	DATE PROGRAM ENDED August 13, 1981
			NAME OF PERSON TO ANSWER QUESTIONS CONCERNING THIS INFORMATION James F. Milestone	PHONE NUMBER 751-2519

(11) 1 ☐ MALE 2 ☒ FEMALE 3 ☐ COED

(12) 1 ☐ 5 DAY RESIDENTIAL 2 ☒ 7 DAY RESIDENTIAL 3 ☐ NONRESIDENTIAL

(13) 4 ☒ 7 WEEK CAMP 5 ☐ 8 WEEK CAMP 6 ☐ 10 WEEK CAMP

LOCATION Golden Gate NRA, South District

	PROJECT NO. (17-18)	PROJECT TITLE	PUBLIC RESOURCE BENEFITS: APPRAISED VALUE (19-24)	QUANTITY (25-31)	UNIT OF MEASURE (32-42)	ENV. WORK/LEARNING HOURS (43-47)	Maintenance costs NPS Staffed	Commercial collector cost est.
1	1	Erosion Control- Eagles Pt.	300	1	Acres	400	1,000	2,000
2	2	Trail Construction - Ft. Scott	1500	600	Linear Ft.	600	2,000	3,000
3	3	Safety Railings - Eagles Pt.	280	300	Linear Ft.	200	2,000	3,000
4	4	Sutro Bath Trail Construction	1400	1200	Linear Ft.	800	2,500	4,000
5	5	Trail Construction-Mile Rock Beach	1600	200	Linear Ft.	800	1,500	3,000
6	6	Erosion Control- Corbodi Valley	1800	5	Acres	1400	5,000	10,000
7	7	Erosion Control-V.A. Hospital	1150	4	Acres	1200	4,000	8,000
8	8	Trail Construction - Battery Chamber	2000	800	Linear Ft.	400	3,000	4,000
9	9	Trail Construction- Baker Beach	1200	1800	Linear Ft.	800	3,500	5,000
10	10	Handicap Access Ramps-Baker Beach	3000	200	Linear Ft.	400	3,000	5,000
11	11	Sea Cliff Fence Debris Removal	100	2	Acres	400	500	1,000
12	12	Ft. Miley Greenhouse Construction	700	1	number	1200	2,500	5,000
		TOTAL	15,030.			8800		

80

YOUTH CONSERVATION CORPS WORK PROJECTS

CAMP NAME	NUMBER (1-4)	CAPACITY (5-7)	WORK DAYS (8-10)	BUREAU
Marin Headlines		43	5	National Park Service

ENROLLED IN PROGRAM (Check Appropriate Blocks)

(11)	(12)	(13)	(13)
☐ MALE	1 ☐ 5 DAY RESIDENTIAL	1 ☐ 4 WEEK CAMP	4 ☐ 7 WEEK CAMP
☐ FEMALE	2 ☐ 7 DAY RESIDENTIAL	2 ☐ 5 WEEK CAMP	5 ☐ 8 WEEK CAMP
☐ COED	3 ☐ NONRESIDENTIAL	3 ☐ 6 WEEK CAMP	6 ☐ 10 WEEK CAMP

DATE PROGRAM STARTED: June 15, 1981

DATE PROGRAM ENDED: August 19, 1981

NAME OF PERSON TO ANSWER QUESTIONS CONCERNING THIS INFORMATION: Jonna F. Milestone

PHONE NUMBER: 751-2519

LOCATION: Golden Gate NRA, South District

PROJECT CODE (1-10)	PROJECT NO. (11-18)	PROJECT TITLE	PUBLIC RESOURCE BENEFITS: APPRAISED VALUE (19-24)	QUANTITY (25-31)	UNIT OF MEASURE (32-42)	MAINTENANCE COSTS NPS STAFF ($)	COMMERCIAL CONTRACTOR COST ($)	
30	24	Ft. Miley- Bath House	300	3	number	100	750	1200
30	25	Coast Trail - Construction	400	10,000	Linear Ft.	500	5,000	10,000
30	26	Trail Construction - Ropes Course	1000	500	Linear Ft.	200	2,000	3000
30	27	Vista Improvement - Ft. Lobos	2000	1	Number	100	3,000	5,000
30	28	Vista Improvement- Dead Mans	3000	1	Number	200	4,000	6,000
30	29	Stair Trail Improvement-SF Memorial	1200	85	Linear Ft.	140	3,000	3,000
30	30	Trail Construction - Ft. Funston	3000	3000	Linear Ft.	100	6,000	10,000
30	31	Handicap Ramps Alcatraz	2000	1000	Linear Ft.	80	4,000	10,000
30	32	Revegetation, Dune Grass Baker B.	2000	4	Acres	100	4,000	8,000
30	33	Native Plants Cuttings	500	1	Projects	100	1,000	3,000
30	34	Native Grass Seed Collection	500	10	Projects	80	1,000	3,000
30	35	Exotic Plant Removal	1500	550	Acres	120	10,000	20,000
		TOTAL	17,400.			1620		

FORMS

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76

81

United States Department of the Interior

NATIONAL PARK SERVICE

WHISKEYTOWN NATIONAL RECREATION AREA
P. O. BOX 188
WHISKEYTOWN, CALIFORNIA 96095

IN REPLY REFER TO:

A99 (YCC) March 25, 1981

Memorandum

To: Regional Director, Western Region

From: Superintendent, Whiskeytown

Subject: YCC Program Closing and Impact

The major projects and appraised value that have been planned for the 1981 YCC program is as follows:

1.	Tower House Historical District	
	Reinforce Entrance to El Dorado Mine	$6,000
	Shoring and Soil Removal at Stamp Mill	2,000
	Construct Trail on Old Water Ditch	12,000
	Construct Trails Throughout District	8,000
	Cleanup Around El Dorado Mine	2,400
	Remove Flash Fuel Vegetation	2,200
	Cleanup Garden and Grounds at Camden House	2,400
	Delineate and Level Parking Spaces	4,800
	Repair and Paint Fence at Camden House	2,400
	Build Long Tom and Sluice Box	1,200
2.	Re-establish Firebreak at Camp	2,000
3.	Safety and First Aid Training	300
4.	Mill Creek Trail	3,800
5.	Crystal Creek Trail	3,800
6.	Mt. Shasta Mine Loop Trail	560
7.	Soil Erosion Control	16,000
8.	Fish Habitat Improvement	3,000
9.	Improve Backcountry Campsites	2,000
10.	Map and Measure Trails	1,000
11.	Wildlife Spring Development	4,100

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12.	Catchment Basin Maintenance	$3,200
13.	Vista Clearing on East Beach and South Shore	2,000
14.	Camp Recreation Improvements	3,000
15.	Water Samples and Stream Flow	1,400
16.	YCC Camp Maintenance	2,000
17.	Access Route for Fishermen	2,100
18.	Jogging Trail at Oak Bottom	1,900
19.	Litter Pickup and Removal in Public Areas	1,300
20.	Field Trips, etc.	300
	Total	$96,860

The Park's budget would only be affected by the loss of the above work projects. With our cutbacks in labor positions in Maintenance, the majority of the projects listed cannot be accomplished in this or future years. If Park Service Maintenance accomplished these projects, there would be three times the appraised value or $270,000, because of the higher hourly wage rate.

The social and economic disadvantages facing enrollees in this area is disastrous if the youth programs are abolished. This area's construction and building trades have decreased which affects the lumbering industry that is one of the major income operations in this region. This, in turn, affects all businesses and hiring of employees in this area.

To contract the projects planned for this year, I feel the cost would be in the neighborhood of $300,000.

I hope this program continues, even if on a reduced scale. We get so many small jobs completed with YCC enrollees plus the satisfaction of helping the nation's youth educationally and economically.

Ray C. Foust

Ray C. Foust

8.3

United States Department of the Interior

NATIONAL PARK SERVICE
SANTA MONICA MOUNTAINS NATIONAL RECREATION AREA
22900 Ventura Boulevard
Woodland Hills, California 91364

IN REPLY REFER TO:
A98
(WR) OY
MEMO #223

MAR 31 1981

Memorandum

To: Regional Director, Western Region

From: Superintendent, Santa Monica Mountains National Recreation Area

Subject: YCC Programs Closing and the impact affecting the Park Areas Reply Due: March 25, 1981

The major projects that will be affected by the closing of the YCC program in FY 81 are as follows:

1. Paramount Ranch
   Hazardous brush removal for fire prevention
   Erosion control along main drainage channel
   Fence removal and repair
   Trail maintenance
   Observation site clearance
   Reverse construction of old structures
   Facility maintenance and painting

   Brown Ranch
   Picnic facility development
   Garbage removal
   Parking lot barrier construction
   Trail maintenance
   Sign construction and installation
   Surface rehabilitation

   Malibu Springs
   Stream rehabilitation
   Bridge construction
   Trail development and improvement
   Reverse construction

2. The cost to the Santa Monica Mountains National Recreation Area to complete the proposed YCC projects would be over $40,000. To utilize YCC crews would cost approximately $8500. At the present time the Santa Monica Mountains National Recreation Area employs only one maintenance worker. To have him undertake and complete these projects in a suitable time frame would not be feasible.

3. The unemployment rate in the Los Angeles area is 7.9%. YCC is one of the only summer youth programs aimed at ages 15-18. Without it, this would reduce the chances for youth to find summer employment in an area where they are already faced with a high unemployment rate and a severe transportation problem.

4. The total appraised value of the FY 81 YCC work projects is $44,150.

Robert S. Chandler

United States Department of the Interior
NATIONAL PARK SERVICE
P.O. BOX 577
YOSEMITE NATIONAL PARK, CALIFORNIA 95389

IN REPLY REFER TO:

A95 (YCC)
(WR)OY

MAR 25 1981

Memorandum

To: Regional Director, Western Region

From: Superintendent, Yosemite

Subject: YCC program closing and the impact affecting park areas
Reply due: March 25, 1981

The YCC program in Yosemite National Park has been a continued success. The record established by the YCC during the previous years affirms that this program is an undeniable benefit to the park and, therefore, to the public.

We have attached the proposed projects for the 1981 summer YCC program for your review. Collectively, these projects constitute significant work performed for the park which would otherwise not be accomplished. All of these projects enhance the environment of the park and provide better quality visitor services.

The closing of the Youth programs would not directly affect the park's budget; however, those projects designated for the YCC would not otherwise be completed. The cost benefits derived from the YCC work is substantial. If NPS maintenance personnel were to complete the YCC projects, the cost to the National Park Service would be $71,800.00 (this cost is calculated with the WG-3 salary and with NPS support costs deducted).

The social and economic disadvantages facing the enrollees obtaining employment in their local community would be difficult to determine. However, with the current state of the nation, it would appear that youth employment opportunities are quite limited. The YCC provides these young people with gainful and rewarding summer employment.

The costs incurred by the park to contract the work otherwise performed by the YCC would constitute a 15% increase in the cost to have NPS personnel complete the projects. Therefore, the cost would be an estimated $82,570.00.

Closure of the YCC program would constitute a major loss to the park, the park visitor, and to the YCC enrollees. We firmly support continuation of this invaluable program.

Robert O. Binnewies

Enclosure

Mr. MOFFETT. The acting regional director for the western region notes in his April 10 memo:

> There will be a severe impact on park budgets and operations. This region would need an increase of approximately $935,000 in fiscal year 1981 to allow the National Park Service maintenance staff to complete Youth Conservation Corps projects. Existing standards of quality visitor services will be adversely affected. Without increased funding, it will not be feasible to provide adequate protection for our natural, cultural, and historical resources.

That is a quote from a memo of April 10 from the acting regional director for the western region.

Would it be fair to say from what you know, Mr. O'Leary, that quality visitor services will be adversely affected in State parks, as well as national parks, by this cut?

Mr. O'LEARY. Without a doubt.

Within my written testimony, I have a listing of about 22 States, representing virtually every area of the country, which specifically addresses the cost-benefit ratios. If you would like, I could give you some examples of that.

Mr. MOFFETT. We would like that for the record.

In a March 25, 1981, memo from the general superintendent of Golden Gate National Recreation Area that the superintendent notes that it will cost $250,000 to contract for the same work that YCC could have done for $72,000. That is my understanding.

The Youth Conservation Corps could have done this job for $72,000, and we have the general superintendent—not somebody just walking in off the street without any expertise—of the Golden Gate National Recreation Area saying in a memo of March 25, 1981, that it is going to cost a quarter of a million dollars to contract for the same work that YCC could have done for $72,000.

The superintendent of the Whiskeytown, Calif., Recreation Area estimates that it would cost over $300,000 to get contractors to do what the Youth Conservation Corps could do for $97,000. Again, it is not just a man-on-the street interview here where we are saying: "What do you think this program is worth?" We are talking about the superintendent of this California recreation area saying it will cost $300,000 to get contractors to do what this Youth Conservation Corps could do for $97,000.

I quote from that superintendent. He said:

> With our cutbacks in labor positions in maintenance, the majority of these Youth Conservation Corps projects listed cannot be accomplished in this or future years.

It seems to me that these memorandums certainly demonstrate that if you discontinue the Youth Conservation Corps program and that alone is going to have a significant adverse impact on both National and State parks. In other words, it is no bargain folks.

It might sound good in the Presidential news conferences. It might sound good in terms of this overall rhetoric about cutting the budget and beating inflation, and so forth, but it is actually going to cost us more money.

You do agree, Mr. O'Leary, that these cuts will have a real negative impact as far as State parks and the National parks are concerned?

Mr. O'LEARY. There is abundant evidence that that is true.

Mr. MOFFETT. At this time, I would like to introduce into the record, without objection, the two documents outlining Secretary

Watt's plan for utilizing the $105 million that he has requested for park improvement.

Again, as I noted in my opening statement, Secretary Watt has stated that the National Parks have deteriorated to such an enormous extent that we are going to have to come up with $547 million over the next 5 years to bring these parks up to snuff. He has proposed an additional $105 million for openers to be added to his Department's fiscal year 1982 park budget to begin the restoration process.

By the way, these funds are going to be taken from the fund developed by the Congress to purchase new parklands and wildlife refuges. Mr. Watt has said that we are going to have no new parklands purchased until conditions at the National Parks are improved.

As much as some people might be upset that we are not going to purchase any new parks, at least they are getting the impression: "Well, at least the Secretary is going to improve the parks that we have." But wait just a second.

Another document, entitled: "Park Restoration and Improvement Program," shows us the following: The projects needed are broken down into four categories—these are the projects the Secretary of the Interior is saying we need—health and safety, cyclic maintenance and repair and rehabilitation, cultural resources preservation, and capital improvements. This is the game plan for improving the National Parks.

Without objection, that document will be included in the record at this point.

[The material follows:]

UNITED STATES
DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE
WASHINGTON, D.C. 20240

April 27, 1981
220

Park Restoration and Improvement Program

General Statement

The Park Restoration and Improvement Program is a new initiative proposed for fiscal 1982 to be funded through appropriations from the Land and Water Conservation Fund. The purpose of this initiative is to restore and rehabilitate deteriorating visitor use facilities, particularly in the popular older parks, and to improve maintenance and preservation programs. A summary of the appropriation request is shown below:

Summary of Appropriation Request

	(in millions)
Health and Safety Projects	$ 18.0
Cyclic Maintenance and Repair and Rehabilitation	29.0
Cultural Resources Preservation	10.0
Capital Improvements	46.0
	103.0

With the exception of the Capital Improvements portion of the program, project cost figures are based on estimates provided by regional and park professional staff. Projects involving concession operations relate to structures owned by the National Park Service. The Service does not maintain, repair, or refurbish concessioner-owned buildings or facilities. A brief description of each program category follows:

1. Health and Safety Projects $18.0

Funds requested under this category will be used for small scale reconstruction or rehabilitation projects, usually accomplished by contract or day labor under the direction of park maintenance staff, whose purpose is to correct deficiencies potentially affecting the health and safety of park visitors and staff. An extensive planning and design phase is not a prerequisite for these projects. Congress added $16.3 million to the Service's fiscal 1981 request to begin this effort. The requested amount will permit the funding of projects that cannot be accommodated within current funding levels.

2. Cyclic Maintenance and Repair and Rehabilitation 29.0

The requested increase will be used to reduce the Service's backlog of cyclic maintenance and repair and rehabilitation of visitor use facilities. Cyclic maintenance refers to work which is done on an established cycle longer than 1 year such as painting, reshingling, road chip and seal, and sign maintenance. Repair and rehabilitation projects are undertaken

to repair damaged or deteriorating facilities. Often, the need for this type of work is unanticipated such as repairing storm damage or accelerated deterioration due to increasing visitor use. Projects are small scale, non-recurring, and usually accomplished by day labor, contract, or park staff.

3. Cultural Resources Preservation $10.0

Amounts requested under this category will be used to improve the cyclic maintenance of historic structures and objects as well as to fund selected preservation projects. Cultural cyclic maintenance activities are similar to those mentioned above for visitor use facilities. Preservation projects involve fabric treatment and stabilization work designed to arrest further deterioration and return historic structures and objects to a condition where cyclic maintenance will be sufficient. These projects do not require a major planning and design effort and can usually be accomplished by day labor or contractor under the guidance of park staff or regional preservation specialists.

4. Capital Improvements 48.0

These funds will be used for construction projects in 20 parks relating primarily to health and safety needs, cultural resources preservation, and major facilities rehabilitation. Capital improvement projects are distinguished from other project types by their scope, cost, design, and planning requirements, and were drawn principally from the Service's 5-year construction program. In all cases, cost estimates are based on at least a completed comprehensive design or special studies of equivalent detail.

Mr. MOFFETT. Let us just focus on the maintenance, repair, and rehabilitation section where Secretary Watt proposes to spend $29 million in fiscal year 1982. The Department of the Interior describes the work involved in the following manner, and that I am quoting:

> The requested increase will be used to reduce the services backlog of cyclic maintenance and repair and rehabilitation of visitor use facilities. Cyclic maintenance refers to work which is done on an established cycle longer than 1 year, such as painting, reshingling, road chip and seal, and sign maintenance.

It seems clear to me from what we have heard today that the Youth Conservation Corps and the Young Adult Conservation Corps crews could be used to accomplish this type of work. In fact, they have conducted such maintenance work in the past.

Is that not true, Mr. Peterson? Is it not your knowledge that painting, reshingling, sign maintenance, and these kinds of things can be done, have been done, and would be done by the programs that we are talking about eliminating?

Mr. PETERSON. Mr. Chairman, I am not that familiar with the Park Service YACC, but I would say that, yes, a substantial amount of that work, particularly painting, some reshingling—road chip and seal might require heavy equipment—but a substantial amount of that work would appear to be the kind of work that the YACC could do.

Mr. MOFFETT. Mr. Anderson, do you want to add anything to that?

Mr. ANDERSON. Nothing more than what the Chief has already said. It is indicative of the labor-intensive kinds of activities that both of these programs do get involved in.

Mr. MOFFETT. It is fairly clear to the Chair that we are talking about activities here that these kids could do at a much greater savings to the taxpayers than contract work.

Yet the whole thing is being done under the guise of budget savings and redirection of Government activities. That is the administration's line.

I would like to draw your attention now to exhibit 3 which is, again, from the Secretary of Interior, entitled: "Summary of Park Restoration and Improvement Program by Park Area and Program Category." Without objection, it will be inserted at this point.

[The material follows:]

Summary of Park Restoration and Improvement Program by Park Area and Program Category

Summary of Fiscal Year Request--by Park

(Amounts in Thousands)

Park Name	FY'81 Maint. Addtn	FY'82 Const.	FY'82 Park Restoration and Improvement Program: Cap. Imp.	Health&Safety	Cyc. Maint./Rep.Rehab.		Cultural: Cyc./Proj.		Totals FY'82
ABRAHAM LINCOLN BPL NHS	--	--	--	--	--	100	8	--	108
ALASKA NP YCC	49				40	20	20	--	80
ALVAR NHS	5					45	20		65
ANTE FOSSIL PLOS NM							10		10
ALIBATES FLINT QUAR NM									--
ALLEGHENY PORT RA NHS YCC	25		45		44	45	16		150
AMERICAN MEMORIAL PARK									--
AMISTAD RA YCC	50		76	100	30				206
ANDERSONVILLE NHS	16						17		17
ANDREW JOHNSON NHS									--
ANIAKCHAK NM & PRESERV									--
ANTIETAM NB YCC			422		45		59		526
ANTIETAM NC									
APOSTLE ISLANDS NL YCC	52				3		43		46
APPOMATTOX CRT HSE NHP	14	1,324				14	36		50
ARCHES NP					150	270			420
ARKANSAS POST MNLM									
ARLINGTON HOUSE RE LEE									
ASSATEAGUE ISLAND NS	45				3	10	7		20
AZTEC RUINS NM							12	33	45
BADLANDS NP				25	10	45			80
BANDELIER NM YCC	181			450	70	20	27		567
BATTLEGROUND NC									
BEN FRANKLIN HMEM									
BENT'S OLD FORT NHS					2				2
BERING LAND BRIDGE NP									

(Amounts in Thousands)

PK NAME	FY'81 Maint. Add/on	FY'82 Const.	FY'82 Park Restoration and Improvement Program Cap. Imp.	Health&Safety	Cyc. Maint./Rep.Rehab		Cultural Cyc./Proj.	Totals FY82 PR
[illegible]	23	514		281	500	115	8	904
CYPRESS NAT PRES					30	15		45
HOLE NR					1	6		7
SOUTH FORK NRARA YCC								
HISTORIC NATL PRES YCC				5		4		9
JOHN CANYON NRA					20	57	53	130
CAYNE NP					10			10
ICK CANYON OTG NR				15	7			22
E RIDGE PARKWAY YCC, YACC 250			497	350	65	630	51	1,593
HEN T WASHINGTON NR YCC								
TON NHP YCC			50	58			355	463
ES CROSS ROADS NHS								
EE CANYON NP YCC				75	55	502	82	714
K ISLAND REEF NM								
FALO NR YCC	69		42	333	50	17		442
O CANAL NHP YCC, YACC	52			20	55	150	305	530
HILLO NM					3	2	141	146
AVERAL NS YCC			89			25		114
TON DE CHELLY NM	17				4	1	13	18
TONLANDS NP				8	10	105		123
F COLONS YCC	15			45	30	3		78
HATTERAS NS	195			70	110		79	259
KHOUSTSTERN NM								
LOOKOUT NS	29				20	20	95	135
TTOL REEF NP						150		150
KLIN MOUNTAIN NM	30			30	5	134		169
			PAGE	2				

88

93

Summary of Fiscal Year Request by ...
(Amounts in Thousands)

PARK NAME	FY'81 Maint. Add/on	FY'82 Const.	FY'82 Park Restoration and Improvement Program Cap. Imp.	Health&Safety	Cyc. Maint./Rep.Rehab.		Cultural Cyc./Proj.	Totals FY'82
CARL SANDBURG HOME NHS							35	35
CARLSBAD CAVERNS NP YCC	30			35	50	12		97
CASA GRANDE NM					10	1		11
CASTILLO DE SAN MARCOS					30		5	35
CASTLE CLINTON NM	15							
CATOCTIN MTN PARK YCC	89			38		52		90
CEDAR BREAKS NM					5	20		25
CHACO CULTURE NHP			2,242	55	5		27 60	2,389
CHAMIZAL MEM								
CHANNEL ISLANDS NP					60	50		110
CHATTAHOOCHEE RIVER NRA	40 YCC					30	20	50
CHEROKEE STRIP LIV MUS								
CHICAGO PORTAGE NHS								
CHICK CHATT NMP YCC					40	80	75	195
CHICKASAW NRA	17			60	60	12		132
CHIMNEY ROCK MHS								
CHIRICAHUA NM				150	15		6	171
CHRISTIANSTED NHS							15	15
CLARA BARTON NHS								
COLONIAL NHP YCC			118			27	82 25	252
COLORADO NM				30	4	20		54
CONGAREE SWAMP NM								
CORONADO MEM				150	30			180
COULEE DAM NRA YCC	38			30	6	16	9	61
COWPENS NB YCC					3			3
CRATER LAKE NP YCC	219		2,684	10	80	110		2,884
				PAGE 3				

(Amounts in Thousands)

PARK NAME	FY'81 Maint. Add/on	FY'82 Const.	FY'82 Park Restoration and Improvement Program Cap. Imp.	Health&Safety	Cyc. Maint./Rep.Rehab.	Cultural Cyc./Proj.	Totals FY'82
CRATERS OF THE MOON NM				12	46		58
CHOW CHEEK VILL ARCHEVL							
CUMBERLAND GAP NHP YCC 5				130	10		140
CUMBERLAND ISLAND NS YCC					3 5		8
CURECANTI RA				16	5 40		61
CUSTER BATTLE/FIELD NA					2 25		27
CUYAHOGA VALLEY NRA 25			120		5 16	35 100	276
DE SOTO MMEM					2		2
DEATH VALLEY NM 1,002				70	100	78	248
DELAWARE WATER GAP NRA 160 YCC			80		50	60	190
DENALI NAT PR PRESERVE 1,065				463	200 400	35	1,098
DENALI NM							
DEVILS POSTPILE NM							
DEVILS TOWER NM				25	175		200
DINOSAUR NM				15	10 100		125
EMET'S LANDING NHMCS							
EDGAR ALLAN POE NHS							
EDISON NHS 5				5		23	28
EFFIGY MOUNDS NM 20					5 25		30
EISENHOWER NHS							
EL MORRO NM				27		5	32
ELEANOR ROOSEVELT NHS							
EUGENE O'NEILL NHS 21							
EVERGLADES NP 350					400 110		510
FATHER MARQUETTE MMEM							
FEDERAL HALL MMEM 15				8	10	10	28

(Amounts in thousands)

PARK NAME	FY'81 Maint. Adj/on	FY'82 Const.	FY'82 Park Restoration and Improvement Program: Cap. Imp.	Health&Safety	Cyc. Maint./Rep.Rehab.		Cultural Cyc./Proj.		Totals FY'82
FIRE ISLAND NS YCC	83			163	410	140	200		913
FLORISSANT FOSS BEDS NM									
FORD'S THEATRE NHS	24			197			20		217
FORT HOUSE NHS					2				2
FORT CAROLINE NMEM YCC									
FORT CLATSOP NMEM	22				4				4
FORT DAVIS NHS				36	6		63		105
FORT DONELSON NC					6				6
FORT DONELSON NMP									
FORT FREDERICA NM					6			100	106
FORT JEFFERSON NM					5		9	100	114
FORT LARAMIE NHS					5	10			15
FORT LARNED NHS							12		12
FORT MATANZAS NM									
FORT MCHENRY NM & NS YCC				281			35	250	566
FORT NECESSITY NB YCC							10		10
FORT POINT NHS									
FORT PULASKI NM									
FORT RALEIGH NHS									
FORT SCOTT NHS									
FORT SMITH NHS	44		63	60			50	200	373
FORT STANWIX NM	2								
FORT SUMTER NM YCC		887			15		53	250	318
FORT UNION NM	28			165	5		15		185
FORT UNION TRAD POST									
FORT VANCOUVER NHS YCC	50						10	310	320

PARK NAME	FY'81 Maint. Add/on	FY'82 Const.	FY'82 Park Restoration and Improvement Program Cap. Imp.	Health&Safety	Cyc. Maint./Rep.Rehab.		Cultural Cyc./Proj.	Totals FY'82
FORT WASHINGTON PARK	35		1,298	52			55	1,385
FOSSIL BUTTE NM					10			10
FRED SPOT NHP			21	75		10		106
FREDERICK DOUGLASS HOME								
FREDERICK OLMSTED NHS				77			35	112
FREDERICK OLMSTED NHS a								
FREDERICKSBURG NC								
FRIENDSHIP HILL NHS								
GATES OF THE ARCTIC NPP								
GATEWAY NRA YCC, YACC	16	1,965		200	100	50	50	400
GENERAL GRANT NMEM				25				25
GEO WASH BIRTHPLACE NM								
GEO WASH CARVER NM								
GEO WASH MEM PKWY	165			160	300	65	27 300	852
GEORGE ROGERS CLARK NHP			680				18	698
GEORGIA O'KEEFFE MUS								
GETTYSBURG NC								
GETTYSBURG NMP YCC, YACC				127			200 72	399
GILA CLIFF DWELLINGS NM								
GLACIER BAY NP & PRESER					20			20
GLACIER NP YCC	296	3,316		395	200	605	12	1,312
GLEN CANYON NRA			3,428	286	300	1,300	35	5,349
GLORIA DEI NHS								
GOLDEN GATE NRA YCC				675	100	115	195 262	1,347
GOLDEN SPIKE NHS								
GRAND CANYON NP	90			236	1,100	1,000	126	2,462

92

97

PARK NAME	FY'81 Maint. Adj/on	FY'82 Const.	FY'82 Park Restoration and Improvement Program Cap. Imp.	Health&Safety	Cyc. Maint./Rep. Rehab.	Cultural Cyc./Proj.	Total FY
GRAND PORTAGE NM			542			9	551
GRAND TETON NP YCC				360	60 2,725	50	3,195
GRANT-KOHRS RANCH NHS				20		4	24
GREAT SAND DUNES NM				15	5		20
GREAT SMOKY MTNS NP	300	2,277		370	60		1,030
GREENBELT PARK							
GUADALUPE MOUNTAINS NP	25		1,791	25			1,816
GUILFORD COURTHOUSE NMP							
GULF ISLANDS NS YCC, YACC			3,427		10 80	24	3,541
HALEAKALA NP					20		20
HAMILTON GRANGE NMEM	10					125	125
HAMPTON NHS							
HARPERS FERRY NHP YCC				77	5	70	152
HARPERS FERRY CTR	406					232	232
HAWAII VOLCANOES NP YCC	8			30	20	9	59
HERBERT HOOVER NHS YCC					5	24	29
HOHOKAM PIMA NM							
HOME OF FDR NHS						36 250	286
HOMESTEAD NM OF AMERICA					15		15
HOPEWELL VILLAGE NHS YCC					10		10
HORSESHOE BEND NMP						25	25
HOT SPRINGS NP YCC	155			32	10	77 100	219
HOVENWEEP NM				40.			40
HUBBELL TRAD POST NHS	6			16		28	44
ICE AGE NSR							
INDEPENDENCE NHP YCC	20			200		188 175	563
INDIANA DUNES NL YACC					5 50		55
				PAGE 7			

(Amounts in Thousands)

PARK NAME	FY'81 Maint. Add/on	FY'82 Const.	FY'82 Park Restoration and Improvement Program Cap. Imp.	Health&Safety	Cyc. Maint./Rep.Rehab		Cultural Cyc./Proj.	Totals F
INTERNATL PEACE GARDEN								
ISLE ROYALE NP	800		15	200			45	260
JAMES A GARFIELD NHS								
JAMESTOWN NHS								
JEAN LAFITTE NHP & PRES YCC				15				15
JEFFERSON MEMORIAL								
JEFFERSON N L E M NHS YCC, YACC			2,461			35	50 31	50 2,527
JEWEL CAVE NM								
JFK CTR FOR PERF ARTS								
JOHN D ROCKEFELLER PKWY					40	500		540
JOHN DAY FOSSIL BEDS NM	35			16				16
JOHN F KENNEDY NHS								
JOHN MUIR NHS				18 55			30 15	48 70
JOHNSTOWN FLOOD NMEM								
JOSHUA TREE NM YCC								
Kalaupapa NHP KALORO-HONOKOHAU NHP	33				30		12 505	30 517
KATMAI NAT PK & PRESER	118							
KENAI FJORDS NP								
KENNESAW MOUNTAIN NBP YCC								
KINGS CANYON NP								
KINGS MOUNTAIN NMP YCC					10			10
KLONDIKE GOLD RUSH NHP YCC							500	500
KNIFE R INDIAN VILL NHS					2			2
KOBUK VALLEY NP								
LAKE CHELAN NRA								
LAKE CLARK NP & PRESER								

99

(Amounts in Thousands)

PARK NAME	FY'81 Maint. Add/on	FY'82 Const.	FY'82 Park Restoration and Improvement Program: Cap. Imp.	Health & Safety	Cyc. Maint./Rep.Rehab		Cultural Cyc./Proj.	Totals FY'82
LAKE MEAD NRA YCC, YACC 90			40	170	250	407		867
LAKE MEREDITH RA YCC, YACC 25								
LASSEN VOLCANIC NP 48				62	50	44	90	246
LAVA BEDS NM				10				10
LEHMAN CAVES NM								
LEWIS & CLARK NHT								
LINCOLN BOYHOOD MEM YCC								
LINCOLN HOME NHS			110				24	134
LINCOLN MEMORIAL								
LONGFELLOW NHS 64							50	50
LOWELL NHP YCC		720		184			75	259
Lowell HPC		396						
LOWER SAINT CROIX RIVER								
LYNDON B JOHNSON MEM GR								
LYNDON B JOHNSON NHP 33				355			11	366
MAGGIE L WALKER NHS								
MAMMOTH CAVE NP YCC, YACC 165				150	40	120	25	335
MANASSAS NBP YCC					4		9	13
MAR-A-LAGO NHS								
MARTIN VAN BUREN NHS 3			878	30				908
MARY MCLEOD BETHUNE NHS								
MCLOUGHLIN HOUSE NHS								
MESA VERDE NP			300	255	120	1,700	138	2,513
MINUTE MAN NHP 8					10		20	30
MONOCACY NB								
MONTEZUMA CASTLE NM				300	10			310
MUDRES CREEK NHP								
				PAGE 9				

95

100

Summary of Project Data Requests

(Amounts in Thousands)

PARK NAME	FY'81 Maint. Add/Un	FY'82 Const.	FY'82 Park Restoration and Improvement Program: Cap. Imp.	Health&Safety	Cyc. Maint./Rep.Rehab.		Cultural Cyc./Proj.	Totals FY'82
MARTIN PIONEER NHT								
MORRISTOWN NHP	34				10		62	72
MOUND CITY GROUP NM								
MOUNT RAINIER NP YCC	481	786	4,798	687	190	170		5,845
MOUNT RUSHMORE NMEM		189		130	10	34		174
MUIR WOODS NM								
NATCHEZ TRACE PARKWAY YCC		12,039	30		500			530
NCP-CANAL YCC		3,900		5	70			75
NCP-Base YCC YACC		876		474	50			524
NATIONAL VISITOR CENTER								
NATURAL BRIDGES NM					50			50
NAVAJO NM	3			20			11	31
NEW MARKET HGTS. NHS								
NEW RIVER GORGE N RIVER								
NEZ PERCE NHP	9							
NINETY SIX NHS								
NIOBRARA NAT PRESERVE								
NORTH CASCADES NP YCC	66			177	210	159		546
OHIO WILD & SCENIC RIV								
OKMULGEE NM								
OLYMPIC NP YCC, YACC	523		5,920	905	150	304	5	7,284
OREGON CAVES NM	100			240				240
OREGON NST								
ORGAN PIPE CACTUS NM					20			20
OZARK NSR YCC				115	20		28	163
PADRE ISLAND NS				22	10			32
PALO ALTO BFLD NHS								
				PAGE 10				

96

101

(Amounts in Thousands)

PARK NAME	FY'81 Maint. Add/on	FY'82 Const.	FY'82 Park Restoration and Improvement Program: Cap. Imp.	Health&Safety	Cyc. Maint./Rep.Rehab.	Cultural: Cyc./Proj.	Totals FY
PEA RIDGE NMP				60	10 45	18	133
PECOS NM				10			10
PENNA AVENUE NHS							
PERRY'S VICTORY & IPM			2,454			11	2,465
PETERSBURG NB YCC					19		19
PETRIFIED FOREST NP				44	20	21	85
PICTURED ROCKS NL YCC				15	25	12	52
PINNACLES NM 7						5	5
PIPE SPRING NM				23			23
PIPESTONE NM YCC							
PISCATAWAY PARK							
POINT REYES NS				145	17	3 300	465
POPLAR GROVE NC							
PRINCE WILLIAM FOR PR YCC 22					25 140		165
POCHONOS & DELAWARE WSR YCC							
POCHONOS DELAW NHS							
RAINBOW BRIDGE NM							
REDWOOD NP YCC					25 12		37
RICHMOND NBP							
RIO GRANDE RIVER							
ROCK CREEK PARK YCC, YACC					20 65		85
ROCKY MOUNTAIN NP YCC, YACC				836	200 1,600	23	2,659
ROGER WILLIAMS MEM							
ROOSEVELT CAMPOBELLO IP							
ROSS LAKE NRA							
RUSSELL CAVE NM							
				PAGE 11			

97

102

PARK NAME	FY'81 Maint. Add/on	FY'82 Const.	FY'82 Park Restoration and Improvement Program Cap. Imp.	Health&Safety	Cyc. Maint./Rep.Rehab.		Cultural Cyc./Proj.	Totals FY'h
SAGAMORE HILL NHS							7	7
SAGUARO NM								
SAINT CROIX NSR				105				105
SAINT PAUL'S CHURCH	43							
SAINT-GAUDENS NHS	3			6			20	26
SALEM MARITIME NHS	3						10	10
SALINAS NM				5				5
SAN ANTONIO MISSIONS NHS								
SAN JOSE MISSION NHS								
SAN JUAN ISLAND NHP								
SAN JUAN NHS YCC			5,500	170	20			5,690
SANTA MONICA MTNS NRA YACC				135				135
SARATOGA NHP YCC		286		14			15	29
SAUGUS IRON WORKS NHS YCC	16							
SCOTTS BLUFF NM								
SEQUOIA NP YCC	580			60	243	539	10	854
SEWALL-BELMONT HSE NHS								
SHENANDOAH NP YCC	250		1,471		20		6	1,497
SHILOH NC								
SHILOH NMP YCC								
SITKA NHP			1,254				22	1,276
SLEEPING BEAR DUNES NL YCC	15		962	240	15	75	26	1,318
SPRINGFIELD ARMORY NHS								
ST CROIX ISLAND NR YCC								
STATUE OF LIBERTY NM	110		1,917	40	50	70	250	2,327
STONES RIVER NB YCC							26	26
				PAGE 12				

(Amounts in Thousands)

PARK NAME	FY'81 Maint. Add/on	FY'82 Const.	FY'82 Cap. Imp.	FY'82 Park Restoration and Improvement Program: Health&Safety	Cyc. Maint./Rep.Rehab	Cultural Cyc./Proj.	Totals FY'82
STONES RIVER NB							
SUNSET CRATER NM				20			20
THAD ROSCIUSZKO MEM							
THEO ROOSEV INAUG NHS							
THEO ROOSEVELT BPL NHS	20					10	10
THEODORE ROOSEVELT IS							
THEODORE ROOSEVELT NP YCC				424	70 240		734
THOMAS STONE NHS							
TIMPANOGOS CAVE NM							
TONTO NM							
TOURO SYNAGOGUE NHS							
TUMACACORI NM							
TUPELO NB							
TUSKEGEE INSTITUTE NHS							
TUZIGOOT NM							
UPPER DELAWARE RIVER	65						
VALLEY FORGE NHP	250			550	10	40	600
VANDERBILT MANSION NHS	159					12 250	262
VICKSBURG NC							
VICKSBURG NMP					64	100	164
VIRGIN ISLANDS NP YCC						80	80
VOYAGEURS NP YCC	18			31	15		46
WALNUT CANYON NM				130			130
WAR IN THE PACIFIC NHP							
WASHINGTON MONUMENT							
WHISKEYTOWN NRA YCC	13			25			25
				PAGE 13			

66

(Amounts in Thousands)

PARK NAME	FY'81 Maint.	FY'81 Add/on	FY'82 Const.	FY'82 Park Restoration and Improvement Program Cap. Imp.	Health&Safety	Cyc. Maint./Rep./Rehab.		Cultural Cyc./Proj.	Totals FY'.
WHITE HOUSE		96							
WHITE SANDS NM					22	10			32
WHITMAN MISSION NHS		32							
WILLIAM HOWARD TAFT NHS									
WILSON'S CREEK NB YCC		112							
WIND CAVE NP					45		24		69
WOLF TRAP FARM PARK		76			186	25			211
WOMEN'S RIGHTS NHP									
WRENS NIGHTS NHP									
WRANGELL-ST. ELIAS NPP									
WRIGHT BROTHERS MMEM									
WUPATKI NM		66		118	68			8	194
YELLOWSTONE NP YCC YWC		3,702	13,241	2,016	1,260	500	1,500		5,276
YORKTOWN NC									
YOSEMITE NP YCC		358	4,770		947	700	1,000	324	2,971
YUCCA HOUSE NM									
YUKON-CHARLEY RIVERS NP									
ZION NP YCC				41	200	80	158		479
TOTALS		14,750	47,466	48,000	18,000	9,232	19,768	5,000 5,000	105,000

PAGE 19

100

105

Mr. MOFFETT. We have indicated on this list which parks have YACC or YCC camps. We should note that a significant number of the parks in need of repair already have these youth camps. It seems to me that we should take the young people at these parks and employ them specifically to tackle the problem. They seem to match up with the parks in need of work.

It is not as though we would have to talk about shifting some kids from Wyoming or Nevada to Ohio or Connecticut; they are already there.

The Reagan administration has criticized the Youth Conservation Corps and Young Adult Conservation Corps for not being adequately targeted to disadvantaged youths. Mr. O'Leary, I think you took care of that in your very specific statement, State-by-State, with regard to the percentage of economically disadvantaged young people who are already involved in these programs. It seems to me that that is taken care of.

Mr. Peterson, according to the Department of Agriculture, in fiscal year 1980 these Young Adult Conservation Corps enrollees working for the Department of Agriculture accomplished work worth $88.4 million. These YACC crews performed significant reforestation, timber stand improvement, forest fire control, range management, erosion control, and recreation and maintenance on national forest systems land.

Is it fair to say, Mr. Peterson, that the Young Adult Conservation Corps crews carried out significant work for the Forest Service of which you are Chief?

Mr. PETERSON. Yes, sir, they did.

Mr. MOFFETT. What would it cost to carry out the same work using outside contractors? Would it not cost more?

Mr. PETERSON. We have made a comparison based on appraised value of work in place versus cost, and generally speaking the indications are that we are getting more than a dollar back for each dollar spent on the YACC program.

Mr. MOFFETT. What is it like compared to the outside contractors you will have to bring in? Is it that we just will not do this work or we will bring outside contractors in?

Mr. PETERSON. There will be a mixture of it. In many cases, we would simply defer work to some future time. In some places, we would bring in an outside contractor.

Mr. MOFFETT. If you defer it to a future time, does it cost you more or less later on?

Mr. PETERSON. It could cost more—yes.

Mr. MOFFETT. It is pretty clear, is it not, that it is likely to cost more?

Mr. PETERSON. If inflation continues as it has in the past, that would be a generally correct statement—yes, sir.

Mr. MOFFETT. If inflation goes to zero, it will not cost more—right?

Mr. PETERSON. Right.

Mr. MOFFETT. If fewer trees are planted and fewer timber stands are improved, is it not fair to say that the Forest Service lands will yield less timber in the future and that this reduction in timber yield will, in turn, reduce timber revenues in the future?

Mr. PETERSON. That would be the long-term effect—yes, sir.

Mr. MOFFETT. So discontinuation of these youth employment programs will not only have immediate negative impacts on the condition of the trails and the parks, but it will reduce revenues derived, let us say, 20 years from now from timber harvests. Is that not essentially true? I realize you cannot predict in dollar terms, but is that not a fair assumption?

Mr. PETERSON. There would be a reduction at some point in the future—yes, sir. It might be 20 or 25 years. I am not sure of the timeframe.

Mr. MOFFETT. Fair enough. I just want to make sure that we have a clear response from you on this question.

Is not your agency's Young Adult Conservation Corps a cost-effective program, in your view?

Mr. PETERSON. Yes, it is.

Mr. MOFFETT. Would you not agree that these programs accomplish their goals of: No. 1, providing employment and other benefits to young people who would not otherwise be currently employed; and, No. 2, assisting in completing projects of a public nature on Federal and non-Federal public lands and waterways?

Mr. PETERSON. That is correct. I think, Mr. Chairman, in all fairness, as you well know, I believe, we are doing some work now because we try to find labor-intensive work in locations of high unemployment. Therefore, we theoretically do some projects that would not reach the priority level until sometime later.

To a large extent, however, we are trying to be sure the work we do is, in fact, high priority, and we have so instructed our field.

Mr. MOFFETT. Let me ask you this: Won't the discontinuation of these programs simply increase the backlog of necessary conservation work which these programs for young people were specifically designed to reduce?

Mr. PETERSON. Yes, sir—in some activities particularly.

There was a budget addition of $10 million in 1982 to help offset specifically the reforestation work that was previously done by YACC, but that only applies to reforestation and not to other areas.

Mr. MOFFETT. The law states, as I read it, that the agencies should employ these Young Adult Conservation Corps people in, "jobs which will diminish the backlog of relatively labor-intensive projects which would otherwise be carried out if adequate funding were made available." Is that not true?

Mr. PETERSON. That is correct.

Mr. MOFFETT. The administration is arguing that these programs should be discontinued because they do not provide enough jobs for minority youth and young people from underprivileged families.

If this was really the administration's concern, why did it not simply recommend changes in the formula? Can you answer that?

Mr. PETERSON. Mr. Chairman, I cannot really answer that. As I mentioned, the review of all the youth programs was done in the Department of Labor, as I understand it, and I am not sure what data they had to work with and what type of analysis they made.

Mr. MOFFETT. I understand the limitations on what you can tell us. You feel free to be candid with us on that because we want to be fair to you.

I understand that you are a civil servant. Is that not right?

Mr. PETERSON. Yes, but I will answer factually.

Mr. MOFFETT. I want to point that out. You are not an appointee of the administration. So, in a sense, when we get into OMB-White House policy with regard to how they view young people of America and what their game plan is, you have limitations on what you can tell us. You are the Chief of the Forest Service. We understand that.

To your knowledge, has the administration proposed a program to employ these minority young people that they are so worried about who would otherwise have been involved in the Young Adult Conservation Corps or the Youth Conservation Corps?

Mr. PETERSON. I believe there is some analysis going on now on the use of programs in the Department of Labor, but, as I told the committee, I am not knowledgeable about them. I am not sure whether Mr. Anderson is familiar with it either.

Mr. ANDERSON. I am not fully familiar with any efforts that are ongoing at the present time.

Mr. MOFFETT. Neither is the subcommittee, so you are not alone. We are not aware of any efforts that are going on to address the problem either.

I think Mr. Deckard, our ranking minority member, maybe put it better than any of us could have put it with his description of their surveying of those 100 CETA workers who are being put out of work and where they are ending up. They are ending up on welfare. That is where they are ending up.

With the elimination of these Young Adult Conservation Corps and Youth Conservation Corps jobs, we are going to have 22,000 fewer jobs available to minority young people next year. Does that figure sound correct to you, gentlemen?

Mr. PETERSON. That is approximately correct.

Mr. MOFFETT. Overall, more than 90,000 fewer jobs for this Nation's young people will be available if these programs are discontinued.

Mr. PETERSON. That is correct.

Mr. MOFFETT. I want to ask you, Mr. Peterson—do you still have time constraints.

Mr. PETERSON. I am OK.

Mr. MOFFETT. Let me ask Mr. Resler at this time to make his presentation. Again, we thank you for your patience, hanging on while our first panel was testifying.

As I indicated earlier—and I am sure you heard—all of these statements will be considered as part of the record and you may proceed in any fashion you desire.

STATEMENT OF REXFORD RESLER, EXECUTIVE VICE PRESIDENT, AMERICAN FORESTRY ASSOCIATION, WASHINGTON, D.C.

Mr. RESLER. Thank you, Mr. Chairman.

I would like to assure you, the wait this morning was worth the time and effort. It was a pleasure to listen to people who have been closely associated with this program and to hear their views.

My name is Rex Resler. I am executive vice president of the American Forestry Association, a national citizen conservation organization formed back in 1875.

I would like to point out, among other things, that AFA has been actively engaged in these programs since the inception of the CCC program. In fact, AFA, working directly with then-President Roosevelt, was largely instrumental in helping to bring about that very effective CCC program. I mention this only to underscore our long-term interest in the youth employment programs in this country.

Furthermore, I have had several years of experience working with the Federal Land Management Agency. I am a forester and a land manager and have a deep and abiding interest, not only in the work that the youths are doing but in what the work can do for the youths of this country.

I will not elaborate on the CCC program. I thought your opening statement was excellent this morning, Mr. Chairman.

I would like to point out that the Young Adult Conservation Corps and the Youth Conservation Corps programs have been accomplishing a great deal of very effective work.

Many times, we have heard it said that our young people are our most important resource, and I think that is a truism that really cannot be denied. I also feel that a successful society should be able to provide employment for the young people in an environment that is livable and an economy that is healthy. No program that we can think of combines the elements for achieving such a goal as does the youth conservation programs.

We endorse the objectives of President Reagan in attempting to bring the budget under balance and to strengthen this economy. However, we do feel that there are lesser priorities in that huge Federal budget that ought to be taken into account and revised, dropped, or otherwise changed in favor of maintaining an adequate program for the youths of this country.

First of all, these programs provide a means for unemployed young people to earn their own money, and it puts them gainfully to work. Second, these programs contribute to the perfection and maintenance of a quality environment. Third, these programs improve and increase the productivity of our natural resources.

These youth programs are an investment, then, not only in our youth but an investment in a renewable natural resource.

My testimony summarizes some of the work that is contained in our other reports which you have. I would point out that my testimony carries an error of millions instead of thousands. That is what I get for using "m" instead of spelling out "thousand."

The appraised valuation of these programs shows very clearly that there is a substantial positive return on the public investment in these programs. The data from the Forest Service and the Department of the Interior agencies show about $1.10 on an average returned for each dollar expended. Even in these inflationary times, I would consider that to be an excellent investment.

I think we need to keep in mind that the kinds of activities that the young people this morning spoke of and that you alluded to actually accomplish work that in many cases would just not be done otherwise.

That work would be focused largely around operation and maintenance of recreation facilities and doing other kinds of work including reforestation, timber stand improvement, range improvement work, wildlife habitat improvement, and many others that,

frankly, are relatively lower in terms of priority that the agencies are able to accomplish in a reduced budget climate.

So, in a very real sense, these programs, whether they be CETA or come under the YCC program, are additions to those agencies' ability to accomplish important work.

I would like to point out that which is obvious—namely, that capital investment must be maintained or lost. We are still living with many of the products of the early CCC program, and some of them are still very effective—trails, shelters, and many others—including improved conditions of forests and rangeland.

I would like to point out also that every major study in the recent 3, 4, or 5 years—including the work of the Forest Service and the Resources Planning Act, and many other sources including a document I would like to leave for the committee's files on an analysis we did along with about 20 other conservation organizations in December of last year—point out the fact that our natural resources are loafing along at about 50 percent of their potential capability.

Mr. MOFFETT. What does that mean?

Mr. RESLER. On an average, the Nation's forest lands are operating at about three-fifths of the capacity of the sites based on a normally stocked natural stand. The point is that we know how to substantially increase productivity of forest lands over those natural stand conditions.

The Nation's rangelands, many of which are on the BLM lands and on the National Forests are also functioning well below their capacity—well less than 50 percent of their productive capacity if properly managed. Those data are available in many different reports of the agencies themselves. We merely tried to summarize and highlight some of the activities that should be pursued in this document.

The key point I would make is that we are going to need more resources in the future. We all know that. The Federal Government is the largest landowner in this country, and yet their investment levels, for any number of reasons, including the budget crunch, is substantially below where it ought to be if we really want to match supply and demand beyond the year 2000. These youth programs can do a lot toward improving the productivity of these lands.

I would like to point out another key point. One of the principal benefits of these programs, and I have visited the YCC and YACC programs from Alaska to Florida, is pride in the young people themselves and pride among the professional people who are working with them and getting the work done.

I think there is a real spinoff benefit that may not have been mentioned this morning. At least I did not hear it. That has to do with the exposure of young people, many of whom have never had a job before, having the opportunity to rub elbows with professionals in the field. They have an opportunity to learn that there are career opportunities.

I encountered three of them in my alma mater, Oregon State University, during commencement exercises. Three freshmen were attending there as a result of work with the YACC program—

merely becoming aware that there was a career opportunity in the outdoors.

Furthermore, they are able to work with people who have made a career out of these kinds of activities. It provides a real stimulus to young people.

Mr. MOFFETT. If you allow me—I believe that Randy—Lego—one of our earlier witnesses today, talked about going into the park in Connecticut and working with the chain saw operator, and so forth, and working his way up, and being exposed to different adult professionals. There is a tremendous spinoff from that.

Mr. RESLER. That is right. Many such success stories are available around the country.

One of the activities that the agencies must accomplish is a lot of contract work. We are finding quite a number of young people who have had a year with the YACC program who learn enough skills to go out and start contracting on their own, as Randy pointed out this morning.

One of the points I would like to emphasize is—and this is a kind of indirect benefit, it seems to me, but a very real one—75 percent of us today live in an urban environment, and the projections would put us somewhere in the order of 90 percent by the turn of the century or shortly thereafter.

That means that people's attitudes are influenced by where they live. They are moving further and further away from the land and not changing one iota their dependence upon natural resources. That is one thing that does not change.

I cannot think of a better way to acquaint the future voters and decisionmakers in this country with the fact that they are dependent upon natural resources and that man and nature can coexist in a harmonious manner than having the opportunity to get out in the wilds in the national parks or forests, or wherever—a public park downtown—you name it—and get some exposure to that opportunity of working harmoniously with the environment.

People are still arguing the logic that we can either enhance the environment or we can enhance the economy when the fact of the matter is that we have got to have both. We need to expand our population's understanding of that reality, and this program helps gain that understanding.

With that, Mr. Chairman, I just want to commend you for conducting these hearings, and we offer whatever support we can in support of this logical program.

Mr. MOFFETT. Thank you very much, Mr. Resler, for that excellent statement.

At this time, the Chair calls on Mr. Alex Mercure, the vice president of the National Council of La Raza.

Thank you for being here.

STATEMENT OF ALEX P. MERCURE, VICE PRESIDENT, NATIONAL COUNCIL OF LA RAZA, WASHINGTON, D.C.

Mr. MERCURE. Thank you, Mr. Chairman. I appreciate the opportunity to appear before these two gentlemen I have had the good fortune of working with and also criticizing, and I will do both this time again.

I am vice president—as you pointed out—of the National Council of La Raza, which is an organization whose primary constituency is the Hispanic population. We think we are the largest organization providing technical assistance and advocacy to community organizations around the country.

There are now approximately 14.6 million of us according to census figures, and the figure may actually be larger than that.

The council serves a formal constituency of more than 100 Hispanic community-based organizations located in 23 States, Puerto Rico, and the District of Columbia.

I have submitted most of this in formal testimony to you, Mr. Chairman. I just want to point out a couple of critical points. I think they are largely in agreement with comments that have been made by the committee members already.

We support this program. We think it is not perfect, but the imperfection does not justify the elimination. The issue—as somebody pointed out—"Why throw out the baby with the bathwater?" is clearly a good point. It is obviously in some States—as has been pointed out—serving a large number of disadvantaged people.

We do not think that it does that job adequately, but it can do a better job. That is not an insurmountable problem. There are some States that, frankly, are not doing a good job. The ones that were picked are doing a good job, but not serving minority and disadvantaged youth is a particular problem—in our view—in the program.

But I know that the management of the program can clearly be changed if Congress asks for it. It does not require the drastic measure of destruction. That, I guess, is our strong view on that.

We have four major recommendations which I want to identify. One of them I have already pointed out. We can do a better job of identifying and targeting.

I do not like the word "targeting" because that appears to make the "targets" victims. I think I would rather use the word "recruitment."

We can recruit more effectively. We can use community-based organizations, and I suggest that a much stronger alliance be made with community-based organizations that are working in barrio and ghetto groups with organizations that have reach to these people, to the most seriously underemployed young people in the country, as well as unemployed.

We think there is a phenomenal opportunity for expanding and increasing the urban focus and the contribution in urban communities. The Hispanic population is over 80 percent urban. Obviously, we represent that constituency, and perhaps a more effective job in that area is important.

I think the greatest problem of pollution, for example, exists in urban areas, not rural—and I am a rural advocate, by the way—but it is also a place where we can do a tremendously creative kind of job using the manpower resources—and they are resources; we just are not smart enough to use them—of idle young people who have no useful undertaking and, as clearly indicated here by the witness from Washington, could very well be used constructively to help build communities from within for the people who live there.

I would say that there is a very scattered picture about the opportunity for young people to gain experience and training. I

believe that every young person who has not gained a high school diploma, going into the program, should be assisted and given every encouragement through counseling and training opportunities to overcome that one deficiency that is going to hurt them and, I think, is going to hurt the country.

If the program is going to be effective, it has to view not just the elimination of problems for an urban setting—that is, young people who are unemployed—as a means to do a conservation job, although I would say that is a very important objective.

I believe it really has to focus on the fact that we are not just conserving our natural resource but developing a human capital, and that, I think, gets us to the linkage that Rex—Resler—just a minute ago pointed out.

There is no way that the productivity, that he pointed out is possible in our land and our resources, can be enhanced without the application of people. They are the only ones that are going to bring about the productivity of that land.

We have a large number of young people. If anything, this program is too small. We have a large pool of people who have nothing to do, and yet we hear people saying—the leadership in this country, "Why don't they go out and get a job?"

Adults with experience are unemployed today. Young people without experience are even worse off. Yet, if they do not get the experience, one hears the complaint the young people make, "I can't get a job because you have to have experience, but nobody will give me an opportunity for that experience."

Let me just conclude by saying the following: If we are going to reach for long-term productivity improvement in this country, we have got to deal with the problem that is here now, and that is that the natural resources of this country have to be improved and enhanced.

Second, it will not be done without developing the talent and skills of the people who live in this country, and that linkage together is crucial to reach that deflationary period, which we hope will reach us, that will result in zero inflation, so that we do not have these escalations of costs that are being postponed.

Thank you.

Mr. MOFFETT. Thank you very much for a very good statement.

Mr. RESLER. Mr. Chairman?

Mr. MOFFETT. Yes, Mr. Resler?

Mr. RESLER. In summarizing my statement, I neglected to point out that I have a couple of documents that I would like to leave for the record including a couple of articles in the American Forests magazine on the YCC program and a copy of a telegram that was sent to all members representing about 20 national organizations supporting the Young Adult Conservation Corps.

Mr. MOFFETT. Without objection, they will be included in the record at this point.

[The material follows:]

An Urgent Message to All Members of the Senate and House Appropriations Subcommittees on Labor, Health & Human Services, Education & Related Agencies:

Please Save the Young Adult Conservation Corps!

The undersigned environmental organizations believe it is of the utmost importance that a substantial FY 1982 appropriation, as close as possible to $200 million, be made now to continue the Young Adult Conservation Corps, under Title VIII of CETA.

This unique Corps has been producing unrecognized federal, state and local benefits in highly important and cost-efficient urban and rural conservation work. Moreover, YACC places otherwise idle young men and women in gainful and demanding service to their communities and the Nation, while removing many of them from welfare rolls.

The proposed ending of this program in 1982 would waste human and natural resources. Termination would dissolve major investments already made in the functioning YACC structure of supervisory personnel, facilities, equipment and successful federal, state and local relationships.

We believe the Administration will find upon close examination that YACC meets its toughest criteria for efficiency in government and "workfare, not welfare." The program should be sustained and strengthened.

American Forestry Association
Defenders of Wildlife
Environmental Action
Environmental Defense Fund
Environmental Policy Center
Friends of the Earth
Human Environment Center
Izaak Walton League of America
League of Conservation Voters
National Audubon Society
National Parks & Conservation Association
National Recreation & Park Association
National Wildlife Federation
Natural Resources Defense Council
Sierra Club
Urban Environment Conference
Wilderness Society

Coordinated by:
Human Environment Center
1302 - 18th Street, N.W.
Washington, D.C. 20036
202/466-6040

Contact: Janice Carmichael

85-374 O - 82 - 8

The YCC In Action

by Bob Cary
Photos by the author

"I think the people from the Forest Service who were involved in this program learned more from those six remarkable kids than they learned from us."

For the six young workers, the forest was silent. There was no sound of wind in the trees, no bird calls, no hum of insects, not even the traditional cry of "Timber-r-r!" when a sawn tree crashed to the ground.

The young men could not hear anything. They were deaf.

In an experimental program initiated last summer in northern Minnesota's Superior National Forest, six handicapped teens were included as a unit in the 140-member Youth Conservation Corps group hired for trail-construction projects. Five of the young men were from the Minnesota School for the Deaf at Faribault: Joe Wheeler, 15; Jeff Aarness, 18; Paul Dymoke, 15; Ricky Perron, 15; and Keven Peone, 15. The sixth, Robbie Gambino, 15, attended classes at the Roby Allen School in his hometown of International Falls.

To an outsider, the silence of the crew was at first puzzling. During the six-hour workday, from 8 a.m. to 2:30 p.m., there was only the rasp of saws, the thud of axes, the crash of a tree going down, the rustle of moving brush, and the thud of picks biting into the turf. But an observer standing among the busy crew quickly became aware of a continual series of hand signals being flashed back and forth, and nods of understanding as backs bent to each task.

Heading up the silent six were a pair of 20-year-old U.S. Forest Service technicians from the Kawishiwi District: Chip Elkins and Cindy Otto, specialists trained in sign language. Occasionally one or more members of the crew would straighten up and look intently at Chip or Cindy while flying fingers fired questions and other fingers answered back. At the same time the technicians talked with their hands, they also formed the words with their lips. Five of the young men were expert at sign reading. Robbie Gambino, an exceptional lip reader, was just learning the hand signals.

During the summer, the group put in four 10-day stints in the forest, camping on the shore of Blackstone Lake, a one-mile backpack trip from the nearest road. Their assignment was to carve out five miles of new hiking and cross-country ski trails connecting Blackstone, Secret, and Ennis lakes about 20 miles east of Ely, just outside the federal Boundary Waters Canoe Area Wilderness.

They started each 10-day campout from Forest Road 438, where a Forest Service van dropped them off with all necessary camping equipment and food. As a reporter for the local weekly newspaper, the *Ely Echo*, I went in several times with them to record their activities. The first trip was the toughest, taking about an hour to get all of the gear moved to the tent site. Most of that day was spent clearing the area to accommodate the tents and erecting a rock fireplace with a grill on a site that was designed to be incorporated into a total 150 miles of state and federal trail systems being built around Ely.

With the camp established, the six silent crewmen shouldered their trail tools and followed their two leaders into the forest. Uppermost on the minds of Forest Service officials and some of the parents of the young men was the nagging question of how these boys, without a sense of hearing, could safely handle sharp tools, fell trees, and clear brush. That concern was quickly dispelled. Chip explained:

"Like most handicapped people, the deaf develop other senses to compensate. These young men are far more alert in a visual sense than most ordinary people — their eyes also act as their ears."

This was no idle statement. Six pairs of eyes were continually darting about the woods, locating every other worker, registering every movement. As Elkins pointed out, the deaf in their daily lives must be visually alert to every situation around them because they cannot hear approaching traffic, machinery being turned on, or any of the countless audible warnings commonly heeded by people with hearing. As a result, their eyes are restless, always moving from side to side, always sizing up their silent world.

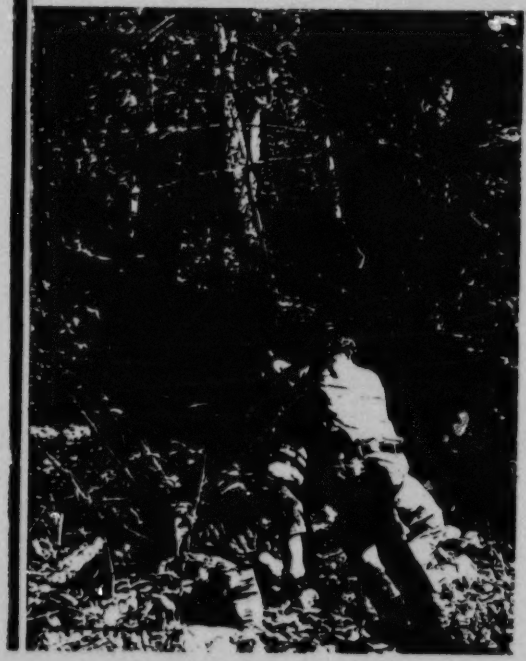
Chip Elkins, in his third year as a YCC leader, was no newcomer to that world of the deaf. With a younger brother who lost his hearing at age five, he began learning the rudiments of sign language. Cindy Otto, while visiting Chip's family in 1979, met the deaf youngster and became intrigued with the communication problem. Taking the di-

Forest technician Cindy Otto leads the deaf crew to their Blackstone Lake campsite in the Superior Forest.

AMERICAN FORESTS

Bob Cary was outdoor editor of the Chicago Daily News until 14 years ago, when he moved to Ely, Minnesota. He is now editor of the local newspaper and a frequent contributor to outdoor magazines.

In a wildlife study session, above, crew co-leader Otto uses sign language to ask, "What do you think made the hole in the stump?" From left to right are YCC crew members Keven Peora, Bobbie Gambino, Jeff Aarnaes, Joe Wheeler, Ricky Perron, and Paul Dymacko. Study takes up just part of their time, however. Below: several of the crew help clear the trail by cutting down a tree.



rest route, she enrolled in an intensive six-month interpreter-training course at the St. Paul, Minnesota Technical-Vocational Institute, rapidly acquiring considerable skill in sign language. Seeking some way to apply this new knowledge in a useful way, she suggested to Chip the idea of co-supervising an all-deaf YCC crew.

The two put their proposal on paper and took it to Chip's boss, Kawishiwi District Ranger John Anderson. Anderson sent it, with his stamp of approval, to Superior National Forest Supervisor Bob Rehfeld in Duluth. Rehfeld passed the ball to the Eastern Region office in Milwaukee, where it was lateralled off to Washington, DC. The project zipped through the bureaucracy in a record-setting two days. Chip and Cindy had their go-ahead.

Through the assistance of the Minnesota State Employment Service, the six young men were recruited from Faribault and International Falls. The Minnesota State Employment Service worked closely with the staff at the Minnesota School for the Deaf, screening the several-dozen applicants to make sure they had no other handicaps that would cause them safety problems in the woods. The crew size—six with two technicians—is the same as the other YCC crews.

The boys first attended orientation sessions at the privately funded Environmental Learning Center at Isabella, Minnesota, then headed for the woods. For the six working hours each day, they were paid the national minimum $3.10 an hour. After six hours of sawing, chopping, and digging, they unstrapped their fiberglass leg guards and doffed their hardhats for two unpaid hours of learning the elements of forest management, compass and map reading, occupational safety, and wildlife study. On field trips they observed beavers and examined dams and lodges, watched while a ruffed grouse hen nervously herded her brood of fuzzy youngsters along a forest trail, spotted several whitetail deer, and sighted a single black bear that was startled out of a blueberry patch.

According to Cindy, the young men were not only absorbed by the wildlife around them but were also interested in the sounds of the outdoors they could not hear. They

(Turn to page 50)

Six in a Silent Forest (From page 18)

were astounded to learn that the pesky mosquitoes that raised welts on their arms and legs also made a humming sound. Cindy explained that the loons on Blackstone Lake, which appeared so aristocratic in their black and white formal dress, were regularly given to fits of crazy laughter. A high point of each evening was the group get-together around the campfire during which Chip would recite Indian legends out loud while Cindy interpreted with her hands.

Free time during the day, in the late afternoon and after supper, was usually spent swimming, hiking, writing letters home, or fishing. Jeff Aarness, who rated himself as qualified for the pro ranks of angling, led expeditions to nearby Flash Lake, where some impressive strings of northern pike were taken. Also, a considerable amount of time was spent remodeling the campsite to make it more comfortable.

Early on, the crew discovered that there were a number of rocks and root stubs working their way up under the tent floors, eventually poking into legs, ribs, buttocks, and shoulders. At first light, the young men were out moving the tents, digging up the offending objects, and smoothing out the sites. For a person with hearing, it was an education watching six deaf young men argue with their eyes and hands about just how the job should be done. Chip and Cindy let them settle their own problems, and eventually, after some trial-and-error, the camp was made shipshape.

Camp cooking was another point of contention. Food preferences varied widely, and it soon became

apparent to the six crew members that the fire grate on Blackstone Lake was a long way from a MacDonald's drive-in. Cindy and Chip, who had considerable experience in preparing trail foods, had made up a nutritious menu and whipped up some of the major meals. However, each member of the crew got a chance to try his hand as camp chef, some with considerably more success than others. The better cooks made it abundantly clear that the results of the less talented were at best hilarious, and worst impossible to digest.

As the summer program drew to a close, Forest Supervisor Bob Rehfeld and District Ranger John Anderson paid the camp a visit, bringing along a large, well-chilled watermelon. Over the dripping slices there was some informal evaluation of the project. All the boys agreed they had learned a lot working in the forest and that completing sections of the trail gave them a sense of accomplishment. Also, they had formed some strong friendships through the fellowship of the camp.

The federal foresters felt that the success of the program indicated it should be repeated in 1981 and possibly expanded to include a crew of deaf girls in addition to another crew of boys.

Chip Elkins and Cindy Otto were looking forward to the next summer. "It has been a great experience for us," Cindy said. "We were sure these young men could handle the job in spite of their handicap, and the record of the past summer certainly proved that."

"I don't know who learned the most," Chip mused. "I think the people from the Forest Service who were involved in this program learned more from those six remarkable kids than they learned from us."

Note: *In a message to Congress last March, President Reagan asked permission to cut all federal FCC projects—including the deaf crew in the Superior National Forest. See the accompanying article, "Demise of the Youth Corps" for details.* Ed. ■

DEMISE OF THE YOUTH CORPS

by Jay Heinrichs

What happens when you fire thousands of young people who were working on the nation's natural resources?

A young YACC recruit helps build a fence for the National Park Service in Virginia's Blue Ridge — National Park Service

A joke in Washington goes something like this: a man going home from work just misses his bus. He chases after it, block after block, until he suddenly finds that he's home. The man walks in and proudly tells his wife, "I saved 60¢ running after the bus." "You fool," the wife says, "you could have run behind a taxi and saved $2."

People on Capitol Hill and in the White House have used the same kind of logic to scuttle youth conservation programs this year. Young people working to improve federal land have accomplished returns equalling as much as $4.20 for every dollar invested.

That's great, the policymakers say. But think how much money we'd save if we didn't pay for the work at all.

And so, a couple of months ago, the Administration announced to Congress that it was drastically cutting back funds for the Young Adult Conservation Corps and the Youth Conservation Corps, effective immediately. The money left in the budgets for these programs is to be spent closing them down by next year. YACC camps have already been shut down all over the country; the last residential camps should be gone by the end of September. The Youth Conservation Corps, a summer program, will probably stagger along on 50 state programs this summer—if Congress decides to allow it. All federally run YCC projects will be shut down.

The YACC was established by Congress in 1977, and the first camps

Demise of the Youth Corps

was set up in the Gifford Pinchot National Forest in Washington. The program provides year-round jobs for unemployed and out-of-school men and women ages 16 to 23. Total enrollment has been limited to about 23,000—less than a tenth of the old CCC enrollment during its peak. Recent YACC enrollment has been much less, and the budget slash has greatly reduced that number. Enrollment is divided among the Interior and Agriculture Departments and the individual states. The young adults are paid minimum wage for a total cost per enrollee of a little over $10,000 a year.

"When the government finally does get around to repairing the damage done by letting "low-priority" resources slide, the cost . . . will have soared."

The Youth Conservation Corps was established in 1970 to provide education as well as summertime work for youths ages 15 through 18. Enrollees generally work a 30-hour week and take classes 10 hours a week. The return on the dollar for YCC is lower than for YACC—the program budget watchers say costs some money.

The young people have done a lot for conservation. Last year, for the Forest Service alone, YCC and YACC enrollees built 723 miles of trails and did maintenance work on an additional 7,433 miles. They planted trees on 29,785 acres, performed other forestry work on 41,267 acres, and did fire prevention work on still another 40,324 acres. They improved the equivalent of 226,966 acres of fish and wildlife habitat and performed range management on 269,774 acres. Not to mention construction and rehabilitation of campsites. Of the work done by young people for the U.S. Fish & Wildlife Service and the National Park Service

That work is officially considered low priority by the federal government, which means that funds generally are not earmarked for it. The youth programs have filled an important gap in planting trees on [illegible] timberland, fixing up dilapidated campsites, and making trails that otherwise would become unusable.

Although the work is considered low priority, Forest Service YACC administrator Hal Sebring said, it has added a lot to the quality of experience of people in the woods.

Forest Service Youth Programs director Leon Anderson added: "We're not able to fill the gap with other employees."

Without the youth programs, the work doesn't get done. When the government finally does get around to repairing the damage done by letting "low-priority" resources slide, the cost for repair will have soared. It's easier to fix a well-maintained trail than a neglected one.

The biggest charge leveled against the youth programs, however—besides the fact that their work isn't considered important enough—is that their recruiting efforts fail to target themselves at minority groups and the underprivileged. Minority enrollment for the two programs hovers around 20 percent. For the YACC, an average of only 40 percent of enrollees have been termed "disadvantaged."

A second point of criticism is that the programs do not provide sufficient vocational training for enrollees. As much as half of former YACC enrollees go back to looking for work. And critics say that as much as the invigorating air and good food of a Forest Service YACC camp might improve the health of a young inner-city black, the experience does not directly prepare him for life back in the city.

There is one program that performs conservation work while providing vocational training for the underprivileged: the Job Corps, through its 30 Civilian Conservation Centers. Some 5,000 to 6,000 youths are given training and work experience that lead directly to the construction trades. The program has been given the blessing of the Reagan Administration, and rumors floating around Washington say that the centers may even get a funding boost. Admirable as the program is, however, it doesn't accomplish the kind of work done by the YCC and the YACC. Tree planting and trail work do not train enrollees for the construction trade.

Sydney Howe of the Human Environment Center in Washington, DC, says that although people are nostalgic for the old CCC, there is little support for the modern YACC—the program that most mimics Roosevelt's great conservation work force. In testimony before Congress, Howe noted that YACC is often whipped by employment organizations as being nontargeted—and seldom lobbied by environmental forces (who are) unaware of YACC conservation efforts." As a result, he says, "Support for YACC has been much stronger in communities and areas it has served than in Washington."

Of course, it would be foolish to try to duplicate the old CCC exactly, even though that program enjoyed far more political support than the YACC does today. The average CCC enrollee was a 20-year-old white male. Most enrollees in those days were interested first in employment, their stint with the CCC aided them and their families over until they found a job or entered military service. The unemployed youths today are different; many of them are "hard-core" jobless who have little education or training. And education and training are much more important prerequisites for a job today than they were 50 years ago.

One idea kicking around Congress is a "CCC II," which would borrow from a popular name while actually resembling the CCC less than the YACC does. The CCC II would be more specifically targeted to the underprivileged; many of its supporters say that its work could be concentrated in the cities. There already is a U.S. Fish & Wildlife Service YACC camp in the South Bronx. And there certainly is conservation work to be done in the cities.

The problem with targeting a youth conservation program, however, is that the work done by targeted crews often is inferior to work done by youths from a variety of backgrounds. "It does the inner-city kid some good to mix with kids from the suburbs," one former YACC camp director told us. "And the morale is liable to be a lot higher when you have all kinds."

Another problem with targeting such programs is that the areas most in need of conservation work tend to be far from cities, where most of the unemployed minority youths are. Without a mix of backgrounds, it's difficult both to help the kids in the inner city and to get the work done in the forests.

Richard Pardo, AFA's Programs Director, thinks that youth can be employed in reforesting cutover land. Landowners and the forest industry, he says, rather than worrying about whom the federal dollars should go to, ought to beat much of the cost of a conservation program. The government—Department of Agriculture, most likely—would recruit and supervise the youth crews. On small private woodlands, the landowner would agree to keep the land in trees until they are ready to harvest; profits could be split between the landowner and the sponsoring company.

The Human Environment Center suggests creating a National Conservation Corps that would build on the YACC. It would enlist youth from all backgrounds, but would recruit aggressively in areas of concentrated poverty—as the YACC did, sometimes. Education programs could be linked with local institutions.

In order for any of these things to happen, conservation groups must pay more attention to the so-called "low-priority" work that YACC and YCC do—or, rather, did. AFA Executive Vice President Rexford A. Resler told a congressional subcommittee: "Both of these programs are investments not only in human resources but in the increased productivity of federally owned resources as well." Without the youth programs, means the Forest Service's Hal Schring, "we just don't know what we're going to do." He notes that the lowest improvements such as range fences could diminish the value of range land.

In the Interior Department, Secretary James Watt has argued repeatedly that the government should turn its attention away from acquiring land and direct it more toward stewardship of what it has got. Watt has referred to the well-publicized State of the Parks report sent to Congress last year by the National Park Service. The report shocked many people by showing that a large number of parks are in desperate shape. Of the seven general categories of threats to the parks listed by the agency, at least three or four could be significantly alleviated by youth programs. Unless such stewardship is carried out today, the decisionmakers will find that procrastination will be very expensive.

"They've got to stand back and see the effects of hiring the bullet," the Forest Service's Leon Anderson said.

President Calvin Coolidge, who was a master at the obvious, once said: "If there are not enough jobs around, then there will be unemployment." If he were around today, he'd probably add: "If there aren't any workers, the work won't get done." ■

"Of the seven general categories of threats to the parks listed by the agency, at least three or four could be alleviated by youth programs."

What You Can Do

■ Not all the conservation youth programs are run by the feds. The Student Conservation Association, a nonprofit organization based in New Hampshire, has been engaging unpaid youth volunteers in conservation work since 1957. Last year a total of 711 young men and women performed work for the U.S. Forest Service, the National Park Service, and the Nature Conservancy. They also helped out on the Appalachian Trail and on Merck Forest in Vermont. You can serve as a volunteer or donate money to the group. Write the Student Conservation Association, P.O. Box 550, Charlestown, NH 03603.

Many of the best youth conservation efforts are being carried out on the state level. The most notable is the California Conservation Corps, which is a successor to a program called the "Ecology Corps" established by Ronald Reagan when he was governor. The Corps' annual workforce of some 1,800 youths earn minimum wage for performing resource work such as fighting forest fires, planting trees, and rehabilitating parks. If your state does not have such a program, you may want to write your legislator and ask that the state take up the federal slack.

And, of course, there is the chance that funds for some kind of youth conservation program might be granted by Congress in the future. Write your congressman periodically and ask what is in the works.

Mr. RESLER. I would like to conclude by saying that, as usual, I agree with my learned colleague in his statement.

Mr. MOFFETT. Thank you.

I think what both of you are saying is that this program could be improved and it could be expanded. Mr. Resler, I think you would like to see the program expanded and strengthened. Is that true?

Mr. RESLER. That is correct.

Mr. MOFFETT. Mr. Mercure, you would like to see it do better for minority and disadvantaged young people and for Hispanic young people.

But we are not seeing here an alteration or an improvement of the program. I think that is the point that links your two statements together. We are seeing an abandonment of the program. Nothing that has been stated here today by any witness indicates that abandoning these programs is justified in any way.

In your prepared statement, Mr. Mercure, you note that you support the idea of an alternative national service system which will allow young people to perform service in the country outside of the military as well as within the military.

You may have heard my opening statement. I noted that many Americans support this concept. There is a general recognition that there are young people hanging out, not only in the inner city, not only in minority or disadvantaged communities, but in affluent suburbs all over the country. Millions of kids are not being productive, are not being challenged, are not being exposed to the world of work, are not being exposed to the concept of service, and who are not then deriving those benefits which come from productive work in terms of self-confidence and self-reliance.

There are a lot of people in this country—myself included—who favor a national service program where you sign up for either civilian or military service. I tried to note in my opening statement today as we began these hearings that we are not talking about moving in that direction when we slash these kinds of programs.

Finally, with regard to protecting our natural resources, I am really worried. This is such a long-term proposition, and what we do has such serious and long-lasting consequences, as I think you have pointed out, Mr. Resler, and as Mr. Peterson has been good enough to acknowledge.

I am not talking about whether it will impact this year or next year. We are talking about the long-term impact of a decision like this on both the human resources—the kids, their families, and the community—as well as the natural resources. I do not think there is anyone on this panel who disagrees with that. Is that correct?

Mr. MERCURE. If you would permit, I could give you a couple of examples from my own experience.

Mr. MOFFETT. Of course.

Mr. MERCURE. There are two little towns—and I have told this story to my colleagues here—one called Lumberton—that is where I grew up.

Mr. MOFFETT. Where is this?

Mr. MERCURE. New Mexico, in the northern mountains.

Mr. MOFFETT. OK.

Mr. MERCURE. There is another one called La Madera. Interestingly, if you translate the two, they roughly mean the same thing.

In La Madera, the Forest Service years ago under the CCC program had a whole range of conservation, reforestation, and natural resource improvement areas. Lumberton was all privately owned land.

Today, what you see in Lumberton is sagebrush and erosion, the likes of which is about as bad as anywhere else you can find—40- and 50-feet deep aroyas. When it rains, the water looks like chocolate.

Lumberton got its name for a reason, obviously. There was lumber. I stacked lumber in the last sawmill when I was 15 years old—not too long ago—but it left.

In La Madera and all around that region where the Forest Service has followed a sustained yield approach for conservation efforts—a large part of it started back in the CCC era—it is still producing timber, has a much larger carrying capacity for livestock which is the primary way of lifestyle there, beautiful streams run whether it rains or not, the water is generally clear, and the general result is that there is long-term productivity and phenomenal improvement. And they are two very similar towns not more than 75 miles apart.

There is a school I was president of, which sits in that very region of La Madera, which was built during CCC and WPA days, and there are buildings there still today providing educational opportunities for people that was built with the labor-intensive efforts that were provided during another period of this country's stress.

We do not have nearly the kind of problem we had back then today. People who complain that the economic problems of this country are severe should note that they were much more severe back then. I was very young, but I can tell you from personal experience of the kind of long-term contribution in two very similar areas that I would invite anybody to go take a look at.

On our land, we have had to invest a great deal just to stop the erosion problem that affects Lumberton. You do not have that problem in La Madera.

Mr. MOFFETT. Thank you.

I want to thank you gentlemen for appearing here and for your cooperation with the subcommittee on this important matter, and for your patience, of course, in staying with us this long today.

Without objection, your full statements will be included in the record at this point.

[The prepared statements follow:]

TESTIMONY OF

ALEX P. MERCURE
VICE PRESIDENT FOR TECHNICAL ASSISTANCE
AND CONSTITUENCY SUPPORT
NATIONAL COUNCIL OF LA RAZA

ON
THE YOUNG ADULT CONSERVATION CORPS
AND
THE YOUTH CONSERVATION CORPS

BEFORE
THE SUBCOMMITTEE ON ENVIRONMENT, ENERGY,
AND NATURAL RESOURCES
OF
THE COMMITTEE ON GOVERNMENT OPERATIONS

TOBY MOFFETT, CHAIRMAN

JUNE 25, 1981

1725 Eye Street, N.W., Suite 200, Washington, D.C. 20006 (202) 293-4680

TESTIMONY IN SUPPORT OF THE YOUNG ADULT CONSERVATION CORPS
AND THE YOUTH CONSERVATION CORPS

I. INTRODUCTION

Mr. Chairman and distinguished members of the Subcommittee, my name is Alex Mercure, and I am a Vice President of the National Council of La Raza. NCLR, one of the nation's largest Hispanic technical assistance and advocacy organizations, exists to promote the social and economic well-being of Americans of Hispanic descent.

Hispanics, now numbering some 14.6 million according to 1980 preliminary Census figures -- and perhaps 20 million according to other estimates -- constitute the nation's second largest and fastest growing minority, and may be the largest minority within a decade.

The Council serves a formal constituency of more than 100 local Hispanic constituency-based organizations, located in 23 states, Puerto Rico, and the District of Columbia. These affiliates in turn represent more than one million Hispanic Americans. NCLR also provides technical assistance -- in fields ranging from community economic development to employment and training and crime prevention -- to 300 to 400 non-affiliated Hispanic organizations each year. A key concern of the majority of these groups is improving the economic base and the employment opportunities within Hispanic communities.

I appreciate the opportunity, therefore, to speak to you today about the Young Adult Conservation Corps (YACC) and the Youth Conservation Corps (YCC) from an Hispanic perspective.

II. NCLR SUPPORT FOR YACC AND YCC

Let me first state clearly and strongly that the National Council of La Raza supports the continuation of these two programs. This does not mean that we are fully satisfied with their current guidelines, priorities, and performance. Like other groups representing minorities and the poor, NCLR has criticized these programs as employment efforts because they are not targeted to serve primarily the disadvantaged. This criticism is especially significant when directed at the Young Adult Conservation Corps (YACC), because it has been funded as part of the Comprehensive Employment and Training Act (CETA), which focuses clearly on providing training and employment opportunities for the unemployed, the underemployed, and other disadvantaged Americans.

NCLR does, however, support both programs as critical conservation efforts, and as potentially effective work experience and training opportunities for disadvantaged and minority Americans. Both programs carry out critically important, cost-effective conservation work, helping to protect and preserve this country's natural resources. Perhaps even more than most Americans, Hispanics value the land and support efforts to maintain and improve parks and wilderness areas. YACC and YCC -- and the companion state program in California, the California Conservation Corps (CCC) -- have significantly contributed to the protection of the nation's public lands. Hispanics have benefited along with other Americans from these efforts, although NCLR believes they have not been sufficiently represented as participants, given the high level of Hispanic youth employment.

NCLR also recognizes the potential value of these programs as employment efforts. In this era of ever-growing rates of youth unemployment, with minority employment rates near 50% in many areas, YACC and YCC can make available invaluable job experience, training, and personal growth opportunities for young people.

Moreover, if this nation should face the need for a reactivated military draft, there will be great pressure to provide some kind of alternative national service system. Many persons now recommend some form of national youth service corps, either as an alternative to military service or as a means of carrying out necessary public service activity and at the same time responding to problems of youth unemployment. YACC and YCC represent significant foundations for a national youth service system and deserve careful analysis from this perspective.

What is needed is not the termination of YACC and YCC, but rather a better understanding of their accomplishments and weaknesses, and their refinement into effective conservation efforts that also serve as "opportunity producing" employment and training programs for America's minority and disadvantaged youth.

III. PROGRAM WEAKNESSES AND RECOMMENDED IMPROVEMENTS

NCLR recognizes several major weaknesses in the current YACC and YCC programs, and has specific recommendations for overcoming them.

A. Targeting

Neither YACC nor YCC is adequately targeted. As already noted, YACC is a part of the CETA program (Title VIII), yet has no income or other targeting requirements. Available data indicate that only about 38% of YACC enrollees meet the Department of Labor's "disadvantaged" guidelines. Similarly, only 28% of YCC enrollees come from families with incomes under $10,000. About one-quarter of the participants in the two programs are from minority groups. Only Native Americans are represented at a level significantly higher than their proportion in the population, presumably because of programs on tribal lands. Given the low median age and high unemployment rates for Hispanic

youth, the present six to seven percent Hispanic enrollment is inadequate. One of YACC's purposes is to provide employment and other benefits to youth "who would not otherwise be currently productively employed." NCLR feels strongly that regulations for YACC fail to contribute adequately towards carrying out this purpose.

If the majority of participants in both YACC and YCC were required to meet "disadvantaged" guidelines, then the programs would begin to fulfill their potential as employment programs which counter youth unemployment and its attendant economic and social problems. Targeting would help YACC and YCC gain strong support from groups committed to improving employment opportunities for low-income and minority youth; NCLR would like to see an eventual requirement that 75% of participants be disadvantaged.

B. Recruitment -- Role of Community-Based Organizations

Closely related to the targeting issue is the question of recruitment. One reason for the low proportion of disadvantaged youth among YACC and YCC program participants is the lack of a strong and active recruitment effort, and the lack of significant recruitment involvement by community-based organizations.

The ability of community-based organizations to recruit truly disadvantaged individuals has been demonstrated in other Department of Labor programs. A study by the Center for Community Change recently found that while Public Service Employees recruited by local CETA prime sponsors tended to be high school graduates with some college training, those recruited by community-based groups had only a junior high school education, on the average.

YACC and YCC should make far more use of community-based organizations, particularly those serving Hispanics and other minorities, as recruitment resources. More than half of NCLR's affiliates, for example,

are involved with youth or operate formal employment and training programs; these groups would welcome the opportunity for greater involvement in YACC and YCC recruitment.

C. Increased Urban and Community Focus

One reason often given for the limited particiption of minority and disadvantaged youth in YACC and YCC is that the programs operate primarily in rural areas. Almost three-fourths (74%) of program year 1979 YCC enrollees came from rural areas or cities under 50,000 in population. While state programs tend to be somewhat less rural than federal ones, both state and federal public lands tend to be primarily in low-population areas. In those instances where urban programs have been attempted (for example, here in Washington, D.C.), minority and disadvantaged participation has tended to be higher than in the more rural programs.

While this problem can be addressed partly through improved recruitment, an increased urban and community focus would also be extremely beneficial. With the ending of Public Service Employment Program funding, cities and counties will find themselves increasingly pressed in efforts to maintain local parks. Like the current CETA Title IV conservation program, the Youth Community Conservation and Improvement Program (YCCIP), whose continued funding is also threatened, YACC and YCC could help to fill this gap, if local CETA prime sponsors or local parks and recreation departments became eligible YACC and YCC sponsors. NCLR would also strongly support a program component in which community-based organizations would serve as subcontractors in the operation of both urban and rural YACC and YCC programs.

D. Emphasis on Work Experience and Training

Closely related to the above concerns, and to the entire question of YACC and YCC as employment programs, is the need for assuring

86-374 O - 82 - 9

that enrollees in fact receive valuable job experience and training. NCLR recognizes the importance of work experience per se in facilitating eventual unsubsidized employment; YACC and YCC are valuable in teaching youth good work habits and helping them understand what is expected by employers. Available data suggest, however, that the amount of skill training, supervision, and counseling available through the existing programs is extremely varied. Formal training and classroom education are in fact not permitted during the work day under current YACC guidelines. Moreover, a great deal of discretion regarding supportive services is left to individual sponsors and directors. If the programs are to become effective employment training efforts as well as conservation programs, it will be necessary to build in requirements for supervision, counseling, and training.

IV. CONCLUSION

The National Council of La Raza, as I have described, sees the need for certain significant improvements in the YACC and YCC programs. Chief among these are (1) targeting of disadvantaged and minority youth who have the highest rates of unemployment; (2) aggressive recruitment efforts, with very strong involvement of community-based organizations which could reach those with the greatest need for employment opportunities; (3) appropriate focus on both urban and rural areas; and (4) strong emphasis on providing employment training services to program enrollees. NCLR strongly recommends program refinements to accomplish these improvements. NCLR does not recommend eliminating these programs, since this would do away with their many positive impacts along with their shortcomings. Moreover, NCLR can see clear means of accomplishing the needed improvements, so that YACC and YCC become equally effective as youth employment and as conservation efforts.

At a time when it is becoming increasingly difficult for young people to "break into" the job market, and when youth unemployment has reached truly frightening levels, YACC and YCC represent critically needed "opportunity-creating" programs. Suitably refined, they can continue their extremely cost-effective and significant conservation accomplishments, and at the same time prevent youth dependency upon welfare programs.

The National Council of La Raza therefore strongly supports the continuation -- and the expansion -- of YACC and YCC, with the program refinements described.

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Subcommittee on Environment, Energy and Natural Resources
Committee on Government Operations
U.S. House of Representatives

Hearing on Youth Conservation Programs

A Statement by

Rexford A. Resler
Executive Vice President
The American Forestry Association

June 25, 1981

Mr. Chairman:

My name is Rexford A. Resler. I am Executive Vice President of The American Forestry Association, a national citizen conservation organization founded in 1875, with a membership of 70,000 nationwide. I am a forester and land manager by training and experience, having spent more than thirty years of my professional career with the U.S. Forest Service. So I come before you today with a deep personal interest in the subject of this hearing. We commend you for holding these hearings and thank you for inviting our testimony.

The American Forestry Association proudly claims a measure of involvement in the creation and subsequent work of one of the most successful conservation programs of this century, the Civilian Conservation Corps of the 1930's and 40's. As forest historian Henry Clepper noted in documenting the history of AFA on the occasion of our Centennial in 1975:

> No national organization has been more tenacious than the American Forestry Association in urging the government, federal and state, to provide unemployment relief by putting men to work on forestry and related resource projects. Indeed, so prominently had AFA been identified with the (CCC) proposal that some commentators assumed that President Roosevelt in his historic presidential nomination speech had simply adopted the Association's plan and that Congress in passing the Emergency Conservation Work Act had implemented it.

I cite this bit of AFA history not to claim undue credit for a program to which many farsighted people contributed, but rather to indicate the long term commitment of our Association to the value of conservation employment programs.

The original CCC program accomplished two major objectives. It put unemployed men to work, and it provided conservation benefits that are still paying dividends today. On many national parks and forests, recreation and maintenance facilities built by the CCC are still in use today. Timber stand improvement work done by the CCC has meant better timber yields today from our national forests. Trees planted forty years ago by the CCC are helping to provide today's needs for wood and paper products, as well as having served to prevent soil erosion and protect watershed values in the intervening years.

These are different times that existed when the CCC was active, but if anything, the needs are even more pronounced than they were then. Our population has expanded tremendously since World War II, meaning that there are more people needing jobs than ever before in our history, and greater demands on our resources than ever before.

For these reasons, it appears to us that instead of phasing out the Young Adult Conservation Corps and the Youth Conservation Corps over the next two years, we should be expanding and strengthening these programs.

How many times have we heard it said that our young people are our most important resource? It is a truism that simply can't be denied.

A successful society should be able to provide employment for its young people in an environment that is livable and an economy that is healthy.

No program that we can think of combines the elements for achieving such a goal as does a youth conservation program.

We endorse the objectives of President Reagan in bringing about a balanced budget as rapidly as possible. But we also believe that within the Federal budget there must be lesser priorities that can be reduced or dropped in favor of a program that generates benefits far beyond its cost.

First of all, these programs provide a means for unemployed young people to earn their own money. It puts them gainfully to work.

Secondly, these programs contribute to the protection and maintenance of a quality environment.

And third, these programs improve and increase the productivity of our natural resources, helping to provide a more productive and healthy economy for the future.

Youth conservation programs are an investment in our youth and an investment in our renewable natural resources.

Last year, for the Forest Service alone, YCC AND YACC enrollees built 723 miles of trails and did maintenance work on an additional 7,453 miles. They planted trees on 29,785 acres, performed other forestry work on 41,267 acres, and did fire prevention work on still another 40,324 acres. They improved the equivalent of 226,986 acres of fish and wildlife habitat and performed range improvement work on 269,771 acres. In addition, construction and rehabilitation of campsites and similar types of work was done for the National Park Service, the U.S. Fish and Wildlife Service, and the Bureau of Land Management.

Statistics provided by the Department of Interior indicate the following accomplishments for their YACC program for 1979: almost 10 million person days of recreation development and maintenance; 2.9 million miles of fence construction; 1.4 million miles of trail construction and maintenance; work on 5,086 pollution abatement projects; improvement of 147,000 acres of wildlife habitat; timber management on 313,000 acres, plus additional work in land line location, visitor services, erosion control and other resource management and construction projects. The appraised value of the work done by YACC Interior Department camps in FY 1979 was $82 million. Based on an operational cost of $76 million, the return was $1.10 for each dollar spent.

The appraised value for these same programs in FY 1980 was approximately the same, $82 million. In addition, State YACC programs funded through the Interior Department in 1980 resulted in work valued at $93 million.

Just how important is the work accomplished by YCC and YACC? What will be the consequences of abolishing these programs?

It is not possible to put dollar figures on the failure to carry out programs. One measure is the estimated value of work that has been performed by these crews.

In terms of Forest Service activities, elimination of YCC and YACC will have the heaviest impact in two program areas: recreation operations and maintenance, and reforestation and timber stand improvement.

For lack of personnel, campgrounds will have to be closed or hours shortened, trail maintenance will be reduced, and trail construction will be cut back by as much as half.

In reforestation and timber stand work, the number of acres treated may not be reduced, but labor will be shifted to more easily worked areas; therefore, reforestation and stand improvement on the more difficult sites will have to be delayed, leading to losses in production and higher eventual costs to get the job done.

In other words, the savings to the Federal government from the elimination of these programs is illusory; postponing work now will only cost more to accomplish later.

In more general terms, we know that failure to reforest understocked or fire-scarred lands means less productive lands at a time when every indication is that production from our public lands will not keep up with demand unless investments are made in land management programs.

We know that there is enough logging residue and other unmarketable wood available to make a significant contribution to our energy needs that is not being salvaged because of high recovery costs.

We know that timber productivity can be increased by thinning of overstocked stands, and that wildlife habitat conservation can be enhanced by applying certain practices on the lands.

We know that recreation area and trails will deteriorate over time unless minimum maintenance is performed. We know that without adequate fences, trespass and loss of resources will occur.

In short, we know that the nation's renewable natural resources are capable of much greater productivity than is now being achieved, if the necessary investments in land management practices are made now.

These conclusions are borne out by every resource study we have seen within the past several years, and were also the conclusion of the National Conference on Renewable Natural Resources which was held last December here in Washington. The report of that conference was released last month, and I would like to submit a copy for the Committee files.

If all these reports are correct, investments made now will pay off handsomely in improved resource availability in the future. Considering that the Federal government owns one-third of the forest and rangeland resources of this country, we believe the government, as a manager of resources, will be derelict in its duty as a land steward if it fails to properly invest in the protection and management of its lands.

We agree that employment programs are needed, and we believe that if the government is going to spend taxpayers' money to

provide employment, a substantial share of this money should be spent on the public's own land. We need to keep in mind that the Federal lands generate revenue surplus to the cost of operation.

As long as investments in the increased productivity of public lands are considered mere "make-work" projects by the government responsible for the care of that land, the Federal Government is failing its responsibility as a landowner.

The private sector cannot be expected to invest in the management of public lands. Unless the government makes the required investments in resource management, they simply will not be made. Furthermore, how can private landowners be expected to make a commitment to better land use if the Federal Government, the nation's largest landowner, refuses to do so?

The present youth conservation programs have been criticized because they are not targeted at the people most in need of jobs--young urban minorities--and because conservation projects do not teach marketable skills that can be employed by the same young people after completion of the program.

Our response to the first of these issues is that if the present program needs to be changed to better target the urban minorities, then these changes should be made in the law, rather than eliminating the program entirely.

As for the second issue, we admit that the conservation jobs may not be directly translatable into careers elsewhere for all of the program participants. But to focus on this narrow dimension of the value of the work overlooks the fact that conservation projects do provide gainful employment to young people who would otherwise have no jobs at all. It fails to recognize that doing any job teaches more than just a skill; it teaches work habits, human relations, respect for one's own worth, respect for others, pride in accomplishments, as well as a respect for the land and understanding of the value of natural resources to all our people.

These are values and skills that are transferable to any job. That these values are taught and do endure can be testified to by thousands of former CCC workers, most of whom went on to non-resource careers, but who never forgot the basic values they learned from their CCC experiences.

We think there is tremendous value in letting our young people get their hands dirty, their feet wet, their muscles toned, and their minds expanded by actually getting out and planting the trees that will provide their own children with lumber, paper, and other products fifty years from now; to build fire trails, help maintain recreation areas, improve wildlife and fisheries

habitat, improve timber stands for better growth and less need for chemicals, or non-renewable substitutes, to recover forest residue for firewood and maybe even to produce fuel for their vehicles.

All of these factors, we believe, make youth conservation programs one of the best and most effective means to a better society for all our people.

The Young Adult Conservation Corps has been severely burdened in our estimation by the fact that it is funded through the Department of Labor, but is administered by the Departments of Interior and Agriculture. The Department of Labor does not consider this program to be overly important in its priorities while Agriculture and Interior consider the program to be high priority.

Several proposals for a new youth conservation program are now on the drawing board, and at least one, the "Civilian Conservation Corps II Act," has been introduced by Congressman Edward Roybal, himself an alumnus of the original CCC. We would commend Mr. Roybal's bill, H.R. 3686, to your attention as a useful proposal which deserves your support.

I would also like to call to your attention a report issued just this week by the Human Environment Center here in Washington, summarizing the discussions and recommendations of a conference on youth conservation jobs and service which the Center sponsored, and in which we participated, in May of this year. The report will provide you with an excellent resume of the various issues and alternatives concerning youth conservation employment programs as seen by those who have been most directly involved. With your permission, I would like to submit a copy of the report for the hearing record.

In addition, I would like to submit a copy of a message sent by several national conservation and related organizations to members of Congress earlier this year on the retention of YCC and YACC programs, and a copy of the June issue of AFA's magazine, American Forests, containing two articles on YCC and YACC programs.

In closing, Mr. Chairman, we believe there is a need to find jobs for our unemployed young people, and there is a need to make investments in the improved protection and productivity of our public lands.

Both of these goals are investments in the future well-being of our nation.

We believe that the two elements--youth employment and resource management investments--combine to provide the Federal and state

governments with both a responsibility and opportunity to put people to work with public dollars on public lands.

We appreciate this opportunity to present our views and would be pleased to work with you toward the development of an expanded youth conservation employment program.

We can provide jobs and increase productivity if we expand, not disband, these programs.

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STATEMENT OF
R. MAX PETERSON, CHIEF,
FOREST SERVICE, U.S. DEPARTMENT OF AGRICULTURE

BEFORE THE
SUBCOMMITTEE ON ENVIRONMENT, ENERGY, AND NATURAL RESOURCES,
COMMITTEE ON GOVERNMENT OPERATIONS
U.S. HOUSE OF REPRESENTATIVES

Concerning the Youth Conservation Corps and the
Young Adult Conservation Corps

June 25, 1981

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE:

Thank you for the opportunity to appear before the Subcommittee and discuss the Youth Conservation Corps (YCC) and the Young Adult Conservation Corps (YACC) programs. I have with me Mr. Leon Anderson, Director of the Forest Service's Human Resource Programs. We are the lead agency for the Department of Agriculture in the administration of the YCC and the YACC. The Soil Conservation Service and the Science and Education Administration participate with the Forest Service in the YACC program. The Department of Agriculture has been deeply involved in the two programs from their inception in 1971 and 1977 respectively. I will discuss each of the programs separately, providing the requested data.

As the Subcommittee knows, the Administration has proposed that both programs be terminated in FY 1982 as part of its effort to achieve budget savings and a redirection of Federal Government activities. The budget reform plan is an integral part of the Administration's overall program for the Nation's economic recovery.

The YCC program phase-out would begin this year with a rescission of about $34 million of the $60 million appropriated. Funding at $26 million in fiscal year 1981 will provide a full $18 million for States and $4 million each for the Forest Service and the Department of the Interior and will generate an

estimated $26 million of conservation work. Funding for fiscal year 1982 is not planned. This program is being terminated because it is one of the least targeted Federal youth employment programs and because it does not primarily serve disadvantaged youth. Elimination of the YACC was initiated by the previous Administration in its FY 1982 budget proposals. The President's Revised Budget did not change that proposal. This is to be accomplished by deferring $58.1 million of the FY 1981 YACC appropriation to FY 1982 and requesting no additional funds in FY 1982.

YOUTH CONSERVATION CORPS

The Youth Conservation Corps was established as a pilot program in 1970. Two years later the pilot program was expanded and a State grant component added. The 1972 legislation specified 30 percent of appropriated funds were to be made available for State participation with a limit of 80 percent on the Federal share of total costs of a State project. The program was again expanded and made permanent in 1974.

The enabling legislation set forth three objectives for the YCC program:

(1) Accomplish needed conservation work on public lands.

(2) Provide employment for youth.

(3) Develop an understanding and appreciation in participating youths of the Nation's natural environment and heritage.

The program provides summer employment for 15 to 18 year old youths from a cross section of society. Participants are employed for 8 weeks and receive the Federal minimum wage for three out of every four hours on the job. The time for which they are not paid is devoted to environmental learning activities.

The program is operated jointly by the Department of Agriculture, Forest Service, and the Department of the Interior. The State grant program is administered jointly.

In its 10 years of operation, over 213,000 youth have participated in the YCC program. This includes 68,000 in the Forest Service program, over 77,000 in the State's program, and the balance in the USDI program. The combined value of work accomplished by the 213,000 enrollees totals $282 million. This is based on the cost of accomplishing the work by other means. Of course, it is clear that not all of this work would have been undertaken in the absence of this program.

A total of 10,600 young persons were enrolled in the Forest Service's program in 1980, with a total enrollment of 33,900. Fifty-six percent of the Forest Service enrollees were from families with an annual income of $15,000 or less which in part reflects the high proportion of participants from rural areas. Enrollment from urban areas was 20 percent. Average educational level was the 10th grade. Their average age was 16. Forty-eight percent of the participants were women and 20 percent were minorities. The enrollees in the Forest Service and State grant programs provided 3,500 person-years of labor in 1980 which was valued at $39 million measured in terms discussed earlier. In addition, efforts have been made to increase environmental awareness of participants.

Examples of work done by enrollees in the YCC program include tree planting, timber stand improvement, trail construction and maintenance, range management, wildlife habitat improvement, erosion control, and recreation area construction and maintenance. Job skills acquired range from the safe use of hand tools to research laboratory assistance.

YOUNG ADULT CONSERVATION CORPS

The Young Adult Conservation Corps was established in 1977 as one of four youth programs authorized by the Youth Employment and Demonstration Projects Act. It was reauthorized in 1978 by amendments to Title VIII of the Comprehensive Employment and Training Act. The program has two basic purposes:

(1) Provide employment and other benefits to youth who would not otherwise be currently productively employed.

(2) Assist in completing projects of a public nature on Federal and nonfederal public lands and waterways.

Young men and women, ages 16 through 23, from all economic, educational, and racial backgrounds, who are legal residents of the U.S., are unemployed, are out of school and are capable of working are eligible to enter the YACC.

The program is administered by the Department of Labor and carried out through a tripartite agreement with the Departments of the Interior and Agriculture. Seventy percent of the total funds are divided equally between Agriculture and Interior. The remaining 30 percent provide for a fully funded State grant program administered jointly by the two Departments for work on State and local public lands.

In its 4 years of operation, over 75,000 young adults have participated in the USDA-operated program. Over 79,000 enrollees participated in the State component in the same period. Since its inception, over $240 million worth of conservation work has been accomplished by USDA and $217 million for the State grant program enrollees, representing 19,100 and 21,000 person-years of work respectively. Again, the value of work is measured as noted in the case of the YCC program. In fiscal year 1980, 24,865 enrollees participated in the USDA program, 25 percent of which were minorities and 33 percent were women. Our

program provided 6,902 years of labor worth $88.4 million for the Department of Agriculture. The State grant component is of similar magnitude. Again, this is not to say that all of this work would have been undertaken if funding for these activities had been in direct competition with other Federal programs.

The majority of the YACC jobs require minimal training. Work performed by YACC crews on the National Forest System lands include reforestation, timber stand improvement, forest fire control, range management, erosion control, and recreation area maintenance. In addition, enrollees acquired job skills ranging from artisan work to zoological operations. The Soil Conservation Service has employed 174 YACC enrollees, providing work at 14 of the agency's Plant Materials Centers. Work performed includes grounds and building maintenance, production of seed and plants for testing purposes, including maintenance of test plots. The Science and Education Administration has employed 702 young people since the program began. This is at the U.S. National Arboretum, the Beltsville Agricultural Research Center, and the Plum Island Animal Disease Center in New York. Experience is gained in the trades, and in the clerical, scientific, farming, and grounds maintenance fields.

OTHER HUMAN RESOURCE PROGRAMS

The YCC and YACC programs supplement our ongoing programs of protection and management of the National Forests and the work of the other agencies.

Their loss will obviously reduce the amount of this additional accomplishment. I would like to emphasize, however, that for the Forest Service, there are other human resource programs that will continue to assist in resource related activities on the National Forests. These include the Job Corps, authorized by Title IV of CETA, that provides for education and job skill training for disadvantaged youth aged 16 to 21. The Forest Service operates 18

Civilian Conservation Centers. In fiscal year 1980, 8,805 youth were enrolled in the program, performing resource management and construction work on the National Forests. We also participate in the Senior Community Service Employment Program, authorized by Title V of the Older Americans Act of 1973, that provides part-time employment, work experience, and skills training for economically disadvantaged persons aged 55 and older residing primarily in rural areas. These persons are involved in construction, maintenance, or resource management work on National Forest lands.

And finally, the Forest Service conducts a volunteer program, authorized by the Volunteers in the National Forest Act of 1972, in which groups or individuals may donate their time, talents, and knowledge toward the enhancement of Forest Service activities. About 15,550 persons participated in the volunteers program in FY 1980, contributing 644 person-years of work valued at $5.9 million. These programs will continue and will be significant in terms of people assistance and conservation work accomplished.

Mr. Chairman, that concludes my prepared statement. I will be happy to answer the Subcommittee's questions.

Mr. MOFFETT. Mr. O'Leary, would you remain with us?

I would like to call back the earlier panel or those who are still here.

Mr. O'Leary, I have asked you throughout the day to come in and comment. Is there anything additional you would like to say? Your statement, of course, will be considered as part of the record.

Mr. O'LEARY. Before I forget to do this—I was asked to enter in the record the statement from the State of Mississippi if I could, please.

Mr. MOFFETT. Without objection, it will be included in the record at this point.

[The statement follows:]

MISSISSIPPI

YACC STATE GRANT PROGRAM TESTIMONY

The Mississippi Young Adult Conservation Corps is administered at the State level by the Mississippi Department of Natural Resources. As in other States the main purpose of our program is to create more employable individuals from the young men and women who are selected and to improve, conserve, and protect our Nation's Natural Resources. This is done through labor intensive, conservation and recreational type projects. The type projects which have saved the State of Mississippi millions of dollars by being constructed at much less of what it would have cost from conventional sources. (Attachment #1)

To succeed in life an individual must learn and become diciplined. YACC places great emphasis on DISCIPLINE. A "Yes Sir" "No Sir" type environment exists whereby participants, or enrollees as they are often called, learn positive work habits such as the importance of reporting to work on time, of having good attendance, working a full eight (8) hours for a day's pay, the supervisor - subordinate relationship, and most importantly that there is "no such thing as something for nothing." YACC can be described in two words, HARD WORK. For 85% of those participating, YACC offers them their first job. This is the first time that they recognize accomplishment and are paid for it. When managed professionally the YACC Program is without a doubt the best program to have come out of Washington D. C. in sometime.

At present there are seven projects in operation within our State employing some 63 individuals. (Attachment #2) These projects are satellited with the Bureau of Recreation and Parks, the Bureau of Wildlife Conservation and the State Forestry Commission. Besides working with the above agencies much work is accomplished thoughout the entire state for other State Agencies, Cities, and Municipalities through scheduled spike camps whereby crews set-up temporary residence, perform previously approved projects, and afterwards return to the home base.

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Since 1979, the Federal Government has invested $1,766,076.00 in the Mississippi YACC Program. Of this investment $2,974,237.00 worth of appraised value has been returned with 288,832 man hours being worked. Very few programs can produce such a return on an investment. (Attachment #3) By law 60% of the funds appropriated each year for the YACC are required to pay enrollee salaries.

Since 1979, 651 men and women have participated in the program. 89% of them have had positive terminations such as securing better jobs, joining the military, and returning to school. This is an excellant success rate for positive terminations. Many employers in the private sector such as Mississippi Power Company, Weyerhouser, Ingalls Shipbuilders, Georgia-Pacific, etc., have selected our enrollees for employment at the conclusion of their year in YACC.

There will always be a need in this country for some type of Government Youth Employment Program simply because the private sector could never employ all who wish to work or bear the cost of training them. YACC is such a program. YACC is widely recognized for being a comprehensive work program and not one of a give-away with a free ride reputation. If you, the members of Congress, are not satisfied with the YACC Program, legislation could be passed which would allow the program to benefit a larger number of individuals and provide more specfic training. YACC is flexible and can be easily modified to meet the employment needs of the country. If YACC is zeroed out in 1982, the State, the public, individuals in the program, and our Natural Resources will suffer. Also, the start-up cost for another such program would be enormous.

The Young Adult Conservation Corps does not object to absorbing its fair share of budget cuts during this period of budget reduction when it is imperative that our nation come to grips with inflation. At the same time YACC should not be sacrificed while enormous cost overuns and astronomical waste of taxpayers money continues within other programs and agencies of the Federal Government.

In closing, the YACC Program has been a result of legislative genius that preserves our Natural Resources and at the same time reduces youth unemployment. To each of you we extend an invitation, at your convenience, to visit and inspect any of our projects and see for yourselves the many fine achievements of the Young Adult Conservaiton Corps. We feel that you will find without a doubt that this program justifies its existence.

MISSISSIPPI DEPARTMENT OF NATURAL RESOURCES
P. O. Box 20305
Jackson, Mississippi 39209
(601) 961 5099

Some of the major projects constructed by the Mississippi Young Adult Conservation Corps which have saved the tax payers millions of dollars and provided work experience for many of our young people are as follows:

Congressional District #1

1. Construction of 49 new camping pads at Wall Doxey State Park, Holly Springs, Ms.
2. Repair of Tishomingo State Park lake bottom at Dennis, Ms.
3. Construction of 150' boat ramp, Amphitheater, and tennis courts at John W. Kyle State Park, Sardis, Ms.

Congressional District #2

1. 2,500 feet of water pipe was laid for a heating and cooling project at Leroy Percy State Park, Hollandale, Ms. A reptile pen was also constructed.

Congressional District #3

1. Construction of an archery range in Pearl, Ms.
2. Construction of two large swimming piers, a 15' by 40' Bar-B-Que Pit, a Dumping Station and 800 feet of sidewalk at Roosevelt State Park, Morton, Ms.
3. Timber stand improvement on 7,000 acres of 16th section land within the district (Jasper, Smith, and Jones county).
4. Construction of a Bar-B-Que Pit, Pavilion and 9 hole golf course in Scooba, Ms.

Congressional District #4

1. Performed emergency dam repair at Percy Quin State Park, McComb, Ms., saving the state approximatily $700,000.00.
2. Survey and cleared acreage for the construction of Natchez State Park, Natchez, Ms.

Congressional District #5

1. The salvage of 260 homes of Senior Citizens after the disaster of Hurricane Fredrick in 1979 along the Mississippi Gulf Coast (Harrison and Jackson Counties).
2. Construction of a 45' by 50' boat house, 14 camping pads, and a bathhouse on the Pascagoula River at Wilkinson's Ferry.

MISSISSIPPI DEPARTMENT OF NATURAL RESOURCES
P. O. Box 20305
Jackson, Mississippi 39209
(601) 961 5099

Young Adult Conservation Corps

State of Mississippi

Non-Residential Camps:

Camp #5281	Pascagoula Wildlife Heritage Rt. 6 Box 350 Lucedale, Ms. 39452 Ph: 601-947-3595	Camp Director - Curtis Walker
Camp #5282	Roosevelt State Park Morton, Ms. 39117 Ph: 601-732-8235	Camp Director - Richard Bell
Camp #5283	John W. Kyle State Park Rt. 1 Box 115 Sardis, Ms. 38666 Ph: 601-487-1345	Camp Director - Davy Ginn
Camp #5284	Hugh White State Park P.O. Box 725 Grenada, Ms. 38901 Ph: 601-226-4934	Camp Director - Bill Everett
Camp #5286	Percy Quin State Park Rt. 3 McComb, Ms. 39648 Ph: 601-684-3938	Camp Director - Robert Whittington
Camp #5287	Bay Springs Forestry Commission P.O. Box 348 Bay Springs, Ms. 39422 Ph: 601-764-2711	Camp Director - Joe Gardinski

Residential Camp:

Camp #5288	Scooba Residential Project P.O. Box 158 Scooba, Ms. 39358 Ph: 601-476-8131	Camp Director - George Adkins

YACC STATE OF: Miss.

Congressional District Number: Districts 1, 2, 3, 4, 5
Representative: Jamie L. Whitten, David Bowen, G.V. Montgomery, Vacant, Trent Lott

	FY 78	FY 79	FY 80	FY 81 To Date March 31, 1981
Program Funds Expended		$691,045.00	$732,615.00	$342,416.00
Youth Served		267	276	106
Percent Minority		49%	35%	39%
Percent Disadvantaged		45%	39%	49%
Youth Hours Worked		77,468	162,168	49,196
Appraised Value of Work Projects:				
Timber Management		$40,907.00	$207,761.00	$81,318.00
Recreational Development		$163,630.00	$463,005.00	$226,055.00
Visitor Services		$60,000.00	$127,898.00	$51,372.00
Range Management		$81,917.00	$58,619.00	$15,102.00
Wildlife		$81,815.00	$131,692.00	$33,156.00
Engineering/Construction		$40,907.00	$146,932.00	$70,085.00
Water & Soil Conservation		$21,815.00	$33,535.00	$15,403.00
Other YACC Projects		$163,630.00	$268,724.00	$119,100.00
Total Value of Work		$654,621.00	$1,708,025.00	$611,591.00
Cost Benefit Ratio				
National Funding Level				

Additional Information: Enclosure #1

The above figures represent the value of work accomplished Statewide. At least one YACC Camp in Mississippi is located in each of the Congressional districts except District #2. The appraised value continues to increase each year now that the program has come of age and all start-up cost are eliminated.

Reptile Exhibit Pen Construction
1980

Heating-Cooling Project
1981

Mr. O'LEARY. It is unfortunate that Congressman Hiler is not here. I was somewhat taken back by his focusing on the targeting and previous criticisms. We can certainly address those things. I wish he were still here.

We talked a little bit about the targeting. I think we clarified some important information about targeting. If we could talk a moment about the cost, that might be useful.

The National Center on Institutions and on Alternative Systems has done a study this past March of the national average cost of keeping a young person in an institutional program, which is $17,832. That is the average cost. The average cost of a community-based program was $10,982. YACC's cost, on the other hand, for fiscal year 1980 was $10,664.

It seems to me, if we take those national average figures, we are indeed below the norm in terms of the so-called costliness of operating this program.

I cannot speak to the YCC because YCC is not a year-round program; it is an 8-week program, and the cost for YCC is $2,000 per participant. But you cannot simply look at the per participant cost. You have got to look at the costs versus the benefits. I think we addressed that pretty effectively earlier.

The other part, which is the third criticism, is that the program only does low-priority work. I would like to reference, from a national perspective, what some of the people in the National Park Service have said about YACC.

Some people at Yellowstone National Park said: "YACC's work for us in Yellowstone has proven to be crucial in coping with increasing 'backcountry use.'" The minimum direct personnel savings to the park is $360,000 annually if every YACC position at Yellowstone is equated to a $6,000 seasonal position.

The chief of maintenance of Yellowstone has stated the importance of YACC, I think, very succinctly. He has said: "YACC keeps the park going." That is a direct quote.

There are 60 YACC corps members in a residential camp in Yellowstone which represent 20 percent of the 300-person permanent workforce of the park. These corps members are integrated into the entire maintenance effort at the park.

Because of the recent cuts in seasonal workers, YACC has been redirected from performing what they call backcountry work to performing routine park maintenance, which gives you some insight into the importance that the YACC has for Yellowstone National Park which, on an average day, has about 7,800 visitors.

It was also reported by the chief of maintenance at Yellowstone that YACC is building facilities at the park at much lower cost than would have otherwise been the case because the work would be done through contract.

During fiscal year 1980, over $82 million in conservation work was performed for the six bureaus of the Interior Department by YACC. I mentioned these things, Mr. Chairman, because notably that Department is not present, and I think it is useful that there be some information pertaining to the YACC and the Department of the Interior.

The Bureau of Land Management, which oversees 480 million acres of our public land has stated, through a memorandum from

its western area, over the last 3 years, an estimated 20 percent of its labor-intensive work has been accomplished through YACC and YCC corps members.

The Bureau of Land Management's YACC program, which employs an average of 960 corps members in 61 camps in 11 Western States, has performed the bulk of this work. In fiscal year 1980, an estimated $19 million in conservation work was completed through these two youth programs, with YACC performing 94 percent. The cost-benefit ratio was calculated at $1.43.

I think what you see from that is very strong evidence that the withdrawal of these programs at the national park level will certainly have a real economic impact in terms of requiring more dollars from the Federal agency, and if this work is not performed it certainly is going to contribute to a diminishment in the quality of the parks and the quality of visitor service.

This information comes directly from operational people. It does not come from what we have surmised from what people have told us here in Washington.

Mr. MOFFETT. So it is not just sitting back in Washington and developing figures—is that right?

Mr. O'LEARY. That is right.

Mr. MOFFETT. This is from people on the firing line, in the field, who are involved with these programs.

Mr. O'LEARY. That is correct.

I want to be brief about this, but I have a list of 22 States in my testimony that I think speaks very clearly about the cost-benefit value of both of these programs, not just the YACC.

Mr. MOFFETT. As you know, that will be considered as part of the record, and we will be sure to take note of it.

Mr. O'LEARY. If I could, I would make a couple more statements on the Federal level, if I could.

I think it is abundantly clear that YACC is an inexpensive national work force and it is essential to the well-being of municipal and State lands, and increasingly so as a result of local budget cutting and inflation, and it is also clear that the National Park Service has a compelling need for both of these programs.

The superintendent at Yosemite National Park has stated that the impact would be this: "Closure of the YCC program would constitute a major loss to the park, the park visitors, and the YCC enrollees. We firmly support continuation of this invaluable program."

Another small insight from the superintendent at Santa Monica National Recreation Area—he is talking about a project cost—"The cost to the Santa Monica Mountain Area to complete the proposed YCC projects would be over $40,000. To utilize YCC crews would cost approximately $8,500."

I think what you get from that is a really good insight into the cost-benefits of these programs, putting aside the whole question of the value of these programs to young people.

In wrapping this up, I would like to say the following: I think the American people recognize the importance of our Nation's public lands and parks, and I think this is clearly evident by the growth in attendance.

In 1960 there were 82 million visitors to our national park system, and in 1977 there were 260 million. This continues to grow at a rate of about 5 percent per year. Last year, there were 1.5 billion visits to local parks and 850 million in the State parks.

How is it going to be possible to restrain the decline in the quality of the parks in particular if we withdraw these vital and relatively inexpensive programs which are servicing these parks?

The Department of the Interior has further stated in a position paper that was written, I think, prior to the new administration:

> The arguments put forward by the program's opponents appear overly simplistic and fail to recognize either the high cost of unemployment among the Nation's young people or the compounding cost of the deteriorating national resources management system.
>
> Further, they fail to see the obvious bridge between the two and do not recognize the great economy of utilizing the YACC and YCC to reduce this deterioration.

That is a quote from a position paper written prior to the new administration coming in.

It is amazing to me on a personal level that, with the budget approaching $700 billion, it can be so easily rationalized that these two very productive programs, both in terms of youth's benefits and in terms of public land benefits, could be terminated.

I would like to pose a recommendation to you, which is this: If it is impossible in the future to budget for these programs directly through the Federal budget, you may want to consider the whole matter of taking a percentage of the proceeds from the sale or leasing of our Nation's timber and mineral wealth and using that small percentage to pay for the operating costs of these programs.

A second possibility could be to earmark a percentage of the total park visitor access fees and use that revenue as a means to finance these programs.

I think, either way, these programs could serve to redress the imbalance between the consumption of recreational resources in public lands versus their renewal.

That concludes my statement. I thank you very much.

Mr. MOFFETT. Thank you.

Mr. Erling, do you have anything to add to what has been said here today? Would you identify yourself first for the record?

STATEMENT OF ROBERT K. ERLING, PROGRAM MANAGER, CONNECTICUT DEPARTMENT OF ENVIRONMENTAL PROTECTION

Mr. ERLING. Yes, sir. Thank you.

My name is Robert K. Erling, and I am a Connecticut Department of Environmental Protection program manager. As such, I coordinate and run both the Young Adult Conservation Corps and the Youth Conservation Corps programs in Fairfield and New Haven Counties, Conn.

Mr. Chairman, thank God for YACC. That was a sentiment which I often heard expressed this spring as I visited various Connecticut State parks.

Many park managers told me quite frankly that they simply would have been unable to open their parks this year without YACC help. The public ultimately would have suffered.

Today, we have presented a number of reasons as to why we feel YACC and YCC must be preserved, but I believe the real story of these programs lies not in their past but, rather, in their future.

Now more than ever, we must instill in our young people a sense of civic responsibility, a feeling of stewardship for the land, and a sense of national pride. What better way to accomplish these goals than to be enrolled in a program which espouses all three?

To turn our backs on our young people at this time would be to admit that they do not deserve even a minimum wage. To turn our backs on our national lands now would be to admit that they do not deserve even minimum care. To eliminate programs such as these today would be to admit a national weakness, for a nation which can reject both its lands and its youths surely cannot be a strong one.

I believe there is a place for YACC and YCC in the 1980's for, as we look to defend our borders, we must also remain strong from within. We must instill in young Americans a sense of land ethic—the truth that land does not belong to us but, rather, that we belong to the land.

For the past 2 years, we have been involved in a long twilight struggle to save these programs. Attacks have come from those who do not understand what YACC and YCC are all about. Let them come to Connecticut, and we will show them what we have accomplished.

There are those who say YACC and YCC are costly and ineffectual. Let them come to Connecticut and see our "costly and ineffectual" projects. And there are even those who say YACC and YCC do low priority work. Most of all, let them come to Connecticut and explain to the public why handicapped ramps, comfort facilities, and walkways are low priority work.

Thank you, Mr. Chairman, for this opportunity to express myself.

Mr. MOFFETT. What do you think is going to be the impact in what you know most about—Connecticut and Connecticut's State parks—when these programs are eliminated?

Mr. ERLING. Next spring, I do not see how some of our State parks can open without additional State funding.

Mr. MOFFETT. What are the chances of additional State funding, as you see it, given the current situation in Connecticut?

Mr. ERLING. Mr. Couch would probably be able to explain that better, but I would say not particularly good.

Mr. MOFFETT. I do not think anybody can envision a situation where there is going to be money around to increase funding for the State parks.

Mr. ERLING. It does not look that way.

Mr. MOFFETT. So if that does not happen, you are going to have these young people missing from the scene, nothing to take their place, no Connecticut State program, and we will not only have the obvious and terrible effects on the young people who do not have the opportunities but also a serious impact on the State parks in both the long term and short term which will impact on the people who visit those parks.

If I am interested in going to a State park with my family, what am I going to see? What will be the first signs of this? I realize you

are not in charge of the State parks, but what are the first signs of the missing young people in terms of the work that they perform?

Mr. ERLING. You will see increased amounts of litter on the ground.

Mr. MOFFETT. Some of the parks will not be open—right? Is that conceivable?

Mr. ERLING. Some areas of the parks may be closed, and some parks may be closed. I do not know, but different park managers have told me that, frankly, they do not see how they can do the work next spring without the program there to help them. Some of them are so discouraged that they have talked about quitting.

Mr. MOFFETT. What happens if I go up to Barkhampstead, let us say, and want to go with my family on a picnic, or what-have-you? This would be obvious to me then, most likely—would it not?

Mr. ERLING. I think so. You will see increased amounts of litter on the grounds, more danger as far as more glass left on the grounds is concerned, overhanging limbs which were damaged by storms which we were not able to clear away and could fall down and injure somebody, picnic tables which had not been repaired over the winter and which would have to be left out in disrepair, and also without the increased visibility of people working.

Also in the parks, there is more increased vandalism, without the high visibility of a State truck there with workers on the scene. You will have increased vandalism in the building which ultimately will cost the people of the State more to repair.

This is the type of thing that could occur and has occurred even this spring. It can only get much worse next year.

Mr. MOFFETT. Does anyone have anything to add to this?

Mr. Couch?

Mr. COUCH. Mr. Chairman, I have just a few figures that you might be interested in. Over a 40-year working life, if we can prevent one young person from being put in jail, that is $300,000 to the taxpayers. Over that same 40-year working life, if we can prevent one young person from going on welfare, that is worth $230,000.

Mr. MOFFETT. That is over a 40-year working life?

Mr. COUCH. Yes, sir.

Mr. MOFFETT. Well, I just want to make a couple of observations. There was an interesting article the other day in a Washington newspaper about primitivism and how some people in important positions—in fact, running the Government in many respects—want to take us back. They harken 20, 30, 40, or 50 years. They are saying "Why can't young people get jobs?" and that sort of thing.

I grew up in a rural area in northern Connecticut, and when I was 11 I went across the street where there was a truck farm and talked to the farmer about employment, and he said: "Well, come back in a month and maybe I will have something." I finally went back and got a job.

I did not come from a wealthy background, but there was an opportunity there. My father was in charge of an estate across the street.

Then, a few years later, I heard that someone was opening up a turf farm down the road—turning a dairy farm into a turf farm. I went down, and I got a job.

A little while after that, when I was 18 or 19, I worked in a brewery as a shipper on the night shift.

It is not the same world. I do not mean to make myself out to be really old or anything, but that was several years ago; the economy is not the same; the job market is not the same.

Some people are born into jobs. We have kids who are born into jobs. Great. Some fall into jobs—just luck out. Some are just persistent enough, and they finally hit. But now it is hit or miss—you must be lucky.

That is not going to take care of the vast number of young people in this country. We cannot afford to have young people out there rolling the dice on employment opportunities all the time. That is precisely what we have.

I would like to see the Congress take a half of every year to find out what programs work and what programs do not work. That is what this subcommittee is supposed to do, as a matter of fact. We are unique—the Government Operations Committee that we are a part of, chaired by Mr. Brooks of Texas, is unique in that we get a chance to look at laws and programs on the books to find out whether they work or do not work, what is best about them, what does not work well, and then we make suggestions, and we suggest needed changes. We do not concern ourselves with passing a lot of new laws.

Unfortunately, we are now working in an environment here, politically speaking, where the administration does not support through review of Government programs. Budget cuts are not being made on the basis of: "Well, we examined the youth programs, and we found out they simply do not work."

You saw this very nice gentleman here today—as close as we could come to a representative of the administration—the Chief of the Forest Service. He conceded all of our points. He said: "Yes, the program is working; it is very important; it is employing young people; yes, it is employing minority young people who would not have a job otherwise; it is employing other young people; yes, it is helping us improve our national resources; yes, it is important to the parks."

On every single point, he conceded that it is an important program and also, as we pointed out, there is nothing in the works to replace it.

We do not have any problem coming up with $40 billion for an MX missile. We would only get about 50 or 60 Members out of 435 to say no to that over on the House floor. We do not have any problem coming up, as Congressman Fithian from Indiana said earlier, with billions for these big dams and water projects, many of which are unnecessary.

Congress is now considering a tax bill. They are knocking themselves out not far from here in the Ways and Means Committee to give business massive tax breaks. Some of these breaks are important in terms of our new equipment, and so forth. Some of them are not going to get us anything. We are going to pour out billions of dollars for this stuff, and at the same time saying to our young people: "Gee, we are sorry. In the name of conquering inflation and in the name of budget austerity, we have to cut out this particular program." It is a program that has been helping young people and

helping our natural resources, a program that has done both training and service. What could be more important?

I sat next to David Stockman for 4 years on the Commerce Committee, another committee of which I am a member. I agreed with David Stockman on some things. David Stockman and I even worked together on some matters, but what bothered me most about his approach was that it was so narrow. "Get the Government out of our lives" was his answer to everything. That was the Stockman philosophy.

He is in charge of the budget for the U.S. Government now, and there are those who say that he has a lot more to say about that budget than President Reagan does. I do not know if that is true, but I think we can all see that he has a lot to say about it.

This is the "get the Government out of our lives" theme carried to a suicidal extreme. You are not getting it out of our lives; you are going to get it back into our lives in terms of prisons and in terms of more money spent later on on our national parks and so forth.

There is simply no way to defend this cut. It just simply cannot be defended. It is the height of stupidity and the height of cruelty, and it is a reflection of the administration's extremism.

I think what you have seen here today, is bipartisan concern. Mr. Deckard, the ranking minority member, who was here earlier, is a Republican from Indiana. He is very concerned about these cuts.

Mr. O'Leary, I think your suggestion is a good one. We are in the midst of pursuing some alternatives in terms of financing for these programs. If we cannot get it in direct funding, then we ought to consider a slightly higher fee on oil companies, or timber companies, or what-have-you to pay for this program.

I hope we can get a vote in the House of Representatives—and we will try—on a program that does not cost the Government additional money—a zero-sum proposal.

That proposal might say we will increase the fees on Exxon or Shell or Mobil, as they go out to explore for energy. Secretary Watt wants to drill everywhere as quickly as possible. We could increase the fees on such exploration and development or increase fees on some for the big timber companies in order to keep almost 100,000 or so young people at work.

I can promise you that this subcommittee will not stop here. I cannot promise you we will win, but you have an ally here, and there are people in the Congress—they may not be in the majority at this moment—who are very upset about this cut.

I want to thank you all for your patience and the time you have taken to be here today and, more importantly than just today, for what you have been doing out there in the community, the good work you have been doing around the country. Thank you very much.

The subcommittee will stand adjourned.

[Whereupon, at 12:55 p.m., the subcommittee adjourned, to reconvene subject to the call of the Chair.]

YOUTH CONSERVATION CORPS AND YOUNG ADULT CONSERVATION CORPS

FRIDAY, JULY 17, 1981

HOUSE OF REPRESENTATIVES,
ENVIRONMENT, ENERGY,
AND NATURAL RESOURCES SUBCOMMITTEE
OF THE COMMITTEE ON GOVERNMENT OPERATIONS,
New York, N.Y.

The subcommittee met, pursuant to notice, at 10:20 a.m., in Central Park, N.Y., Hon. Toby Moffett (chairman of the subcommittee) presiding.

Staff present: Lester Brown, special assistant; and Barry Hager, senior counsel.

Mr. MOFFETT. The subcommittee will please come to order.

We are gathered here this morning in one of the world's great parks to talk about the future of America's parks and its young people.

Both stand to be significantly hurt by the budget-cutting actions of the Reagan administration. The administration wants to eliminate two programs which have been dramatically successful in improving the conditions in our parks and in giving meaningful employment opportunities to the young people of America.

These two programs, the Youth Conservation Corps (YCC) and the Young Adult Conservation Corps (YACC), both are modeled after one of the most successful Government employment programs in history: the Civilian Conservation Corps. That program, as many of you may recall, was created by President Franklin D. Roosevelt in the dark days of the Great Depression. Both of these contemporary programs were created by Congress in the mid-1970's when youth unemployment reached the debilitating level of 15 percent.

Both of these programs offer young people honest labor at the prevailing minimum wage and an opportunity for training in forestry, carpentry, conservation, and related skills. They do so by putting them directly to work doing much of the important maintenance and light construction work needed to make our parks safe, pristine and enjoyable for the millions of visitors who enjoy them every year. Right here in New York, as we will hear this morning, Central Park, the Gateway National Recreation Area and other major parks depend on these programs for important work.

Last year some 90,000 young people in the United States were enrolled in these two programs alone. A large percentage of those youngsters come from minority groups. Over half come from families with incomes of $15,000 per year. All of these young people will be deprived of this opportunity for a rewarding work experience

and the training and discipline that come from a responsible job if the Reagan administration has its way.

I might point out that this conservative administration professes to be for all of those things that come from being involved in the world of work, like a sense of self-confidence, self-reliance, frugality. These are great derivitives and benefits young people receive by being involved in the world of work. There's a tremendous contradiction here as this conservative administration cuts out a program that produces these qualities.

But these young people are not the only ones who will lose something of great value by the elimination of these programs. The American taxpayer will also lose, and quickly.

Despite the Reagan administration claims that this cut is necessary to trim Federal spending and balance the budget, the truth is that Federal spending may ultimately be increased by this step. That is because the evidence before the subcommittee clearly indicates that these programs return more to the Federal Government in work produced than the programs cost. Once they are eliminated, the administration admits that it will be paying private commercial companies to do much of the same work now being done by these young people. And we will have to pay more for those outside contractors to do the work.

The Secretary of the Interior, Mr. Watt, is telling us that he may need a half a billion dollars over the next few years to improve what he says is the deplorable condition in our parks. He is going to do that by going outside the Department and firing these young people in the process.

Take for example the case of my own home, the State of Connecticut. In fiscal year 1980, YACC enrollees there accomplished $1.43 worth of services for each dollar expended. If this program is disbanded and the work is contracted out to commercial groups intent on making a private profit—and we don't criticize making a profit—the taxpayer will have to pay more than he does now for the same work. Either that or the work will not be done, and the parks will be hurt. And that includes some State parks as well as national parks. Witnesses before the subcommittee, have testified that some parks in Connecticut and elsewhere may even be forced to close outright because of these program terminations. We are here this morning to find out what the impact may be on the parks and the young people of this city and the New York-New Jersey region.

This is a terribly poignant moment to be looking at this question. As all of us know from reading the daily papers, Great Britain right now is suffering from the most devastating incidence of domestic violence in that Nation's modern history. The reason: the Thatcher government has pursued a policy of cutting back on government spending for important social programs, has insisted on near-total reliance on the private sector to solve economic problems and has been insensitive to the debilitating impact on human beings, especially young people, of unemployment.

The Thatcher policies have been a recipe for disaster for Great Britain, and the parallel Reagan policies which will ultimately harm this Nation in the same way. Eliminating these youth

employment and conservation programs is just one distressing example.

At this very moment, we are also witnessing another dramatic example of the worth of these programs and the folly of eliminating them under the guise of a reduced Federal budget. In California, the infestation of valuable food crops by the Mediterranean fruit fly is being combated in part by hundreds of members of the California Conservation Corps.

That modern CCC is the same type of program as the two programs being eliminated by the Reagan administration. Ironically, it was created by Governor Ronald Reagan when he headed the California State government—in the name of providing meaningful employment to unemployed individuals. Those CCC workers are right now, in California, doing physical labor which will cut the potentially dangerous aerial spraying of malathion pesticide in California by one-half, according to California agricultural officers. That is a vivid illustration of the type of contribution programs like these can make.

One final observation should be made which illustrates the comparative worth of these programs to our Nation. The cost for both programs in fiscal 1980 was under $300 million, just $293 million. Yet, with full Reagan administration support, the Congress has voted to spend $2.4 billion—more than eight times as much as the cost of these two programs—on the MX missile during this year alone. In years to come, the Reagan administration supports spending tens of billions of additional dollars on that highly questionable weapons system, while cutting out programs such as those employing the young people.

This morning we will hear from participants in these programs and from concerned local officials and citizens about the impact of these misplaced spending priorities.

Our first witness, a former colleague of mine, is one that I am honored and privileged to welcome before the subcommittee.

When I first arrived in the House of Representatives in 1974, he showed me the ropes. He was a close friend and a dear friend of the largest class, I think, to enter the Congress in modern history in 1974. I want to welcome the great mayor of the great city of New York, Ed Koch.

Thank you very much for being with us.

STATEMENT OF EDWARD I. KOCH, MAYOR, CITY OF NEW YORK, N.Y.

Mr. KOCH. Thank you very much, Mr. Chairman.

Before I read my formal remarks, I do want to also comment on our relationship and the fact that it is especially nice to have you as the chairman of a very important committee on this subject, and our other roles, relating to making certain that we are not ripped off by the oil companies, which regrettably happens too often.

It is a pleasure to see colleagues of mine, like yourself, advance in the Congress. Yesterday I just happened to have been down there to testify before two congressional committees. It's just a very great sense of satisfaction that I get, as I know you do when you see myself, other of your colleagues in other areas, advancing. Our goal is the same, making this a better place in which to live. So I

just want to thank you for coming here and I take great satisfaction in all that you have done in Congress and all that you will be doing.

Mr. MOFFETT. Thank you.

Your statement, as I am sure you know, will be considered as part of the record as well.

Mr. KOCH. Thank you.

What I would like to do first is to introduce Gordon Davis, our parks commissioner, who, I believe, has made such enormous contributions to parks, not just New York City's parks, but in a great and very special way I am proud of him and I am pleased that he gave us this special setting for this hearing.

He said to me that he has just offered to make it available for our city council and board of estimate, to hold their hearings, as well. I am going to convey that.

So I am here today to testify before your subcommittee, because you are holding hearings on a very necessary program and we want to give you the facts, so as to see how it can help in saving this program, the Young Adult Conservation Corps.

YACC is an outstanding program which, to our dismay, has been scheduled for cancellation in 1982. It is, however, not the only Interior program slated for severe reduction. It is, in fact, just the tip of a melting iceberg. The city is also facing major cuts in land and water conservation fund (LWCF) and urban park and recreation recovery program (UPARR) grant assistance, and we would like to see those programs saved, as well.

My remarks today will first provide some background on the city's park system and the pressures affecting it for the past several years. I will then address all three of these programs and their importance to New York City.

New York's park system is, we believe, unequaled nationally in terms of scale and in terms of the resources provided. Public open space constitutes the largest real estate holding in the city today. Our parks department operates a total of 24,600 acres, approximately 12.6 percent of the area of the city's five boroughs, an enormous amount of territory. Within these acres, there are 572 parks, 900 playgrounds, 350 malls and squares, 104 swimming pools, 535 tennis courts, 890 playing fields and almost 15 miles of beachfront. There are approximately 13 miles of boardwalks, literally thousands of park benches, game tables, basketball hoops and an incredible 2,600,000 park and street trees. The list goes on and on.

With such vast holdings, the main operational challenges facing the park system boil down to the very basic function of manning the properties and physically preserving them. These tasks have become particularly difficult in the past 5 years due to both the city's fiscal emergency and the continually changing status. And the difficulty is further exacerbated by the scheduled termination of the Federal CETA program. While the need for staff is increasing as park use increases, parks department manning levels have declined by 1,769 employees since 1977—this figure includes some 366 workers who will be terminated this year when the CETA program ends officially.

To a large extent, Department of Interior programs have rescued the park system during this difficult period. YACC, which I will discuss in greater detail shortly, has been doubly effective because it provides jobs and because it also brings about specific park improvements. The program has been used to renovate sections of some 70 parks since its initiation 4 years ago.

As I noted earlier, two other programs have also made a critical difference. They are the land and water conservation fund and urban park recovery programs.

The land and water conservation fund program provides 50 percent matching grants for historic preservation and outdoor recreation facilities. Since the beginning of my administration in 1978, the LWCF has provided $16 million in grant assistance for city park improvement efforts and additional funds for historic preservation.

The urban park and recreation recovery program is the only Federal park legislation targeted specifically to meet the needs of urban areas. The program emphasizes capital projects in low-income neighborhoods and also—for the first time in a Federal parks program—provides operating assistance for demonstration efforts. Since its enactment in 1978, the city has received $6.87 million in grant assistance under the UPARR program.

Although the funding amounts involved are relatively small, the impact of these programs is considerable and highly visible throughout the city.

Using LWCF grants, the parks department has renovated scores of neighborhood park facilities, including a series of huge outdoor swimming pools in communities such as Harlem and Brooklyn's Red Hook. UPARR funds have provided for a new fleet of mobile recreation units, for the complete renovation of Harlem's Marcus Garvey Recreation Center, and for a new 32-site neighborhood park improvement program.

The problem now is that both of these programs, like YACC, are scheduled for cancellation in Federal fiscal year 1982. Having been through our own fiscal crisis, we in New York certainly support the concept of reducing costs and cutting expenditures back drastically when and where necessary. However, our experience has led us to believe that such cutbacks need not result in the total and permanent loss of important and useful programs. We can understand and cooperate with reductions, but we ask that both programs, or at least the basic principles underlying them, be preserved.

The situation in terms of the Department of Interior's youth employment programs is comparable. Unless some compensating measures can be determined, the city is once again faced with the loss of a relatively inexpensive but high impact program: The Young Adult Conservation Corps, the one we are addressing before your committee today.

Our experience with this program has been particularly successful. I understand that you are interested in learning the details of the YACC operations in New York City, so let me give you some background and a few statistics:

The New York City YACC program began in the spring of 1978 and attained a peak level of 260 enrollees in 1979. Since the

program's inception, work crews consisting of 8 to 10 employees, ranging in age from 16 to 23 years, have carried out a variety of horticultural and conservation projects, primarily in the city parks. For the most part, work has consisted of erosion control, ground pruning and brush removal.

As you pointed out, Mr. Chairman, everybody loves the old YCC, begun under FDR. This is the modern day version of it and to see it ended is as painful as the ending of the old YCC.

In addition, crews have adopted deteriorated neighborhood parks; the repairs undertaken allowed these parks to be used once again by the public, often after a period of several years.

The YACC program meets two critical needs in New York City. First, it provides meaningful employment for unemployed minority youngsters. A number of these youngsters are with us at this very table.

Second, the program offers a means of accomplishing needed conservation work, a major problem within the city's vast and now deteriorating park system. In addition, YACC has been particularly attractive to the city because the program is self-sufficient. The annual grants to the parks department have covered all costs of administration, supplies, equipment, supervision and construction. In short, YACC has been a total plus. It accomplishes its goals in terms of training and employment and provides for important park improvements without placing additional strains on city resources.

YACC is a critical program for urban areas. It is geared to reach youth who, given more time, could otherwise become permanently unemployed, if we didn't have this program, which could lead to their employment.

The New York City program seems clearly to be attaining the program's employment objectives. Seventy percent of the program enrollees are high school dropouts. Eighty-five percent of the enrollees have not been employed for more than 3 months prior to obtaining their YACC positions.

The program also provides an important opportunity for minority youth in this city. About 75 percent of the enrollees in the city program are black and 16 percent are Hispanic.

Let us now turn to the program's achievements—and then I'll conclude—which are numerous. YACC has:

Provided jobs to 850 youthful workers during the program's 4-year history.

Provided a series of new opportunities to young workers: The opportunity to experience employment, the opportunity to work closely with other employees, the opportunity to learn and utilize marketable skills.

At a total cost of $2,900,000, completed work projects in more than 70 parks throughout the city. This is a point which you brought up in your remarks, Mr. Chairman. The open market value of this work is estimated at $8,800,000—although it cost us $2,900,000. The cost benefit ratio of the program is thus approximately 3 to 1.

Become an integral and valued element of the parks department—trained YACC crews now carry out much of the erosion control and ground pruning work undertaken by the agency.

In sum, the YACC program has been highly productive in New York and if the program is eliminated, as is now proposed, the loss will be a major one. As I have already mentioned regarding other Department of the Interior programs, we are anxious to see that the basic concepts of this program survive in some strong and recognizable form, and we will be happy to work closely with you and this distinguished subcommittee to attain this objective.

We thank you for coming to New York City and we hope that your efforts in seeking to save this program in some form will meet with success.

Mr. MOFFETT. Thank you very much, Mr. Mayor.

I want to thank you also, for the assistance of your staff in setting up this hearing, and for your excellent testimony.

The Office of Secretary Watt and our friend, David Stockman, have said that this program should be eliminated because it does not serve disadvantaged youth.

Here we are in this great city with the mayor presenting statistics that I think certainly bury that contention.

It has also been said that we need to cut out this program to balance the budget. Yet you are telling us that the city could end up spending more money because if the youth employment programs are eliminated you could be forced to let your parks deteriorate in a major way; is that correct?

Mr. KOCH. Mr. Chairman, you have put it together in a very concise way.

What they are seeking to do is balance the budget on the backs of youngsters such as those sitting at this table. To what end? The dollar saving is minuscule in the budget that is and will be under consideration and, ultimately, adopted.

And what is the impact on the youngsters involved? Instead of having a meaningful work experience, training them to get jobs ultimately in the private sector, we push them back, further down on the economic ladder, back into object poverty, perhaps back onto the welfare rolls, with greater cost to the Federal Government.

Mr. MOFFETT. We read a couple of weeks ago about the 5,000 CETA jobs that young people in New York were going to lose. Apparently you have taken major steps to repair that damage. But, can you tell us something about what you had to go through to do that?

Mr. KOCH. Yes, sir.

The Federal Government, as you know, has eliminated, for all intents and purposes, the CETA program, and while we deplore that, we understood that at the end of a particular period, particularly since those people on the CETA program only had an 18-month contract and they cannot be kept on thereafter, at the end of the term that they were to serve, they would leave the payroll and we would not be able to bring new people on.

While we disagree with the rationale, we can understand that.

What we could not understand is taking an apprenticeship program, which was intended to teach 5,000 youngsters skills which they then could take into the private sector, not into the public sector, not on some future public payroll, but take these basic skills that they would be learning into the private sector.

We were told that in the middle of the apprenticeship program, which would end, in any event, in September, but in the middle of it, in a hot July, that we should conclude the program and send these youngsters who were already involved in the program, without completion, so that everything that they had learned would have no meaning. They could not take a skill into the private sector so as to get a job. We were to just end it, and we said, no, we would not.

That's difficult for a city, whether it's New York City or other cities, to fill the void left by Federal withdrawals. There are programs that we will just simply end when the Federal dollars are not there in the next fiscal year, painful as it may be. But to jettison in the middle of a contract year, in the middle of a learning experience, which would conclude, itself, under the existing rules in September, we thought an outrage and so, as you can always, in a city, we moved dollars around. It means other programs will not be funded in the future. It's the old rob Peter to pay Paul, but we thought it was essential to do that here. Because, ultimately, to the city was $3 million and we are funding it. It was $3 million that should have been paid for by the Federal Government. We think they ran out on their commitment. I am now talking about the administration, not the Congress.

Mr. MOFFETT. Thank you very much for being with us. I know you have a busy schedule and we also congratulate you on your fine park system.

Mr. KOCH. Thank you.

Mr. MOFFETT. Thank you.

Our next witnesses are young people who have had experience with the Young Adult Conservation Corps program.

There is nothing like having witnesses before a congressional subcommittee who can give you first-hand experience and first-hand knowledge. That's what we are going to get from these witnesses.

I would like to welcome all of you. I thank you, Mr. Davis, for staying with us.

Judith Schwartzman is the director, from my understanding.

We thank you for your cooperation with the subcommittee and for being with us.

We would like to ask, first of all, if you have a statement?

Ms. SCHWARTZMAN. I think at this point I would like to leave it to the enrollees and then fill in later.

Mr. MOFFETT. All right. We will start with Jo-Anne Lynch, if we might, who is a Young Adult Conservation Corps graduate, who was subsequently a supervisor for 2 years, if I am not mistaken, and is now working full time for the parks department.

Could you just tell us briefly, Jo-Anne, about how you first got into the program.

STATEMENT OF JO-ANNE LYNCH, YOUNG ADULT CONSERVATION CORPS GRADUATE

Ms. LYNCH. When I first got into the progam I was unemployed and had been unemployed, I would say, 6 months. I had never had a steady, full-time job before.

Through my community center I found out about the Young Adult Conservation Corps hiring. When I first went for my orientation, I really didn't know too much about the whole program, but in my 2 years of being in the program I have accomplished quite a bit.

I moved up within the program from an enrollee to a supervisor, where I supervised between 8 and 15 people at a time. I have worked in, I would say, about 10 city parks.

The accomplishments that we all have done within the parks have been numerous. The personnel in the parks is not a great deal. We don't have a great deal of personnel, but the amount of work that has been done in the parks is really incredible. We have done pruning, some trail work, and they have really learned a lot. I didn't know about horticulture when I first came into the program, but from my supervisor and along with the training I was given from the program, I got interested, as well as many of the other enrollees.

I went to New York Botanical Gardens for a while. This really gives young people a chance to accomplish a lot and then go into the private sector or within the parks department, as I did, and really make something of themselves.

Without the program there would really be nothing for the young people. Through it they get a chance to really make something of themselves. Most of the young people that I have worked with have had no previous experience in work. They have had no job, no chance of getting one. Through the program they have had an opportunity to really learn and accomplish something.

Mr. MOFFETT. Do you have young people who now come up to you, knowing that you work for the parks department, and ask you about the Young Adult Conservation Corps, and whether they can get into it?

Ms. LYNCH. Yes, I have. I have given many references to people who have come and said they have no job. Not only do people within my neighborhood, but in the office, people who have—kids that don't have jobs and they say, "Hey, how can I get into the program?"

Mr. MOFFETT. What do you tell those people?

Ms. LYNCH. I basically tell them that it is a hard job, which it is. You have a lot of responsibility. But if you are really willing to work and you want to make something of yourself, then YACC is the way to start. It's a stepping stone for some other things. I encourage them to get into the program.

Mr. MOFFETT. Have you had instances where you suggested that somebody go and try to get into the program and they have not been able to get in?

Ms. LYNCH. No, not that I remember.

Mr. MOFFETT. Would you say that if we doubled the program that there would be people signing up to get into it?

In other words, if we provided the opportunities for twice as many young people in the city of New York?

Ms. LYNCH. I believe if you quadrupled it, it would still be full.

Mr. MOFFETT. If we increased it by 10 times, 20 times?

Ms. LYNCH. Yes, it would be filled.

Mr. MOFFETT. No question in your mind about that?

Ms. LYNCH. No question in my mind. I have done hiring also.

Mr. MOFFETT. Instead we are eliminating it?

Ms. LYNCH. Instead we are eliminating. I don't understand it. I have done hiring, as I was going to say, and it has been filled to capacity. We haven't been able to take everyone, because there just wasn't enough room. It has been filled. I have had crews of almost 20 people.

Mr. MOFFETT. Thank you.

We will have some more questions for you, perhaps, in a minute.

I would now like to acknowledge that Mr. Ted Harris is with us. Mr. Harris, we will call on you in a few minutes, as well, after we speak to some of the other young people. You are the assistant director of field operations for the Young Adult conservation program. Welcome. Thank you for being with us.

Mr. HARRIS. Thank you.

Mr. MOFFETT. Dwayne Register, please.

Dwayne, you have been a Young Adult Conservation Corps enrollee for about 7 months; is that right?

STATEMENT OF DWAYNE REGISTER, YOUNG ADULT CONSERVATION CORPS ENROLLEE

Mr. REGISTER. Eight months.

Mr. MOFFETT. You have worked in Mt. Moiris Park; is that the name of it?

Mr. REGISTER. Yes.

Mr. MOFFETT. You are a graduate of the Gateway Job Corps program.

Mr. REGISTER. Right.

Mr. MOFFETT. Tell us how you heard about the program.

Mr. REGISTER. This program?

Mr. MOFFETT. When did you first hear about this program?

Mr. REGISTER. One of my friends told me they were working. It was a good program to get into. Being I was out on the streets, I needed a job. I was there every day and needed a job and they came down and told me they would help me.

Mr. MOFFETT. You say you were on the streets. You weren't in school?

Mr. REGISTER. No, I wasn't.

Mr. MOFFETT. Were you a dropout?

Mr. REGISTER. Yes, I was.

Mr. MOFFETT. So you heard about the program.

How did you go about getting into the program?

Mr. REGISTER. I had to go down to the office, the office over here, right here. I had to come over here and sign up. I had to talk to Ted and Judy. They told me what I had to do to get the job.

Mr. MOFFETT. Did you have to go through a lot of redtape, or was it pretty easy?

Mr. REGISTER. I had to go through some paperwork and waiting. There was a list and waiting. That shows how bad things were.

Mr. MOFFETT. So you got into the program.

Mr. REGISTER. Yes.

Mr. MOFFETT. What is the first thing they asked you to do?

Mr. REGISTER. The first thing they asked me to do?

Mr. MOFFETT. Once you were in.

Mr. REGISTER. Yes.

Mr. MOFFETT. Did you just start working?

Mr. REGISTER. No. They took us over on tours to show us this and that, certain types of branches and trees, tools we will be using.

Mr. MOFFETT. What can you say you have learned as a result of your 8 months in the program that you did not know before, in terms of skills?

Mr. REGISTER. I learned how to name different types of plants and trees, how to use shovels, rakes; I learned a lot.

Mr. MOFFETT. You know how to do pruning and things like that?

Mr. REGISTER. Yes, pole pruners.

Mr. MOFFETT. You heard me ask Jo-Anne about other people like yourself, other young people who might want to get into the program. What would be your feeling if, by some miracle, Congress said, "We are going to increase this program 10 or 20 times over, multiply it by 10 and have 10 times as many people, or 20 times as many people working in the program in the City"?

First of all, would there be enough work to do?

Mr. REGISTER. More than enough work to do.

Mr. MOFFETT. Second, would we have a situation where people would line up for those jobs?

Mr. REGISTER. Yes, I think they would. The way things are going now.

Mr. MOFFETT. How are things going?

Mr. REGISTER. A lot of people can't get jobs. They are out of school, no work. It's rough out here.

Mr. MOFFETT. All right, that's very useful. Thank you.

Lee Ann Allensworth is a Young Adult Conservation Corps graduate. It is our understanding that you supervised the mini crew in Fort Tryon Park. Is that right?

STATEMENT OF LEE ANN ALLENSWORTH, YOUNG ADULT CONSERVATION CORPS GRADUATE

Ms. ALLENSWORTH. Yes, I did.

Mr. MOFFETT. And you are presently a part of the Central Park internship program.

You live in Queens Village?

Ms. ALLENSWORTH. Yes.

Mr. MOFFETT. What is the Central Park internship program?

Ms. ALLENSWORTH. It's the Central Park servicing; and we do a lot of tree climbing and pruning, groundwork, maintaining the grounds basically.

Mr. MOFFETT. Did you ever meet residents of New York City in the park that asked you about this program?

Ms. ALLENSWORTH. Yes.

Mr. MOFFETT. Are they surprised to learn that the program exists?

Ms. ALLENSWORTH. No. They know of the program and they have seen the work.

Mr. MOFFETT. They do?

Ms. ALLENSWORTH. Yes, a lot of people.

Mr. MOFFETT. So, do you think that if Mr. Watt and other people in Washington are successful in eliminating this program, that it is

going to be noticed by the residents of New York City who use this park?

Ms. ALLENSWORTH. There will be quite a few people that will be disappointed. We have had signatures from different parks already. They are afraid that all the parks are going to go to pot, because of the personnel. There's a cutdown, and YACC is very important. They do a lot of work, a lot of pruning and whatnot. If it doesn't get done it will cause hazardous conditions, just like these overhanging limbs here.

Mr. DAVIS. There are no hazardous conditions here.

Ms. ALLENSWORTH. Not hazardous but if you leave them——

Mr. MOFFETT. There are people who would like to lure a congressional subcommittee into a situation where the branches would fall down, but I do not think there's anyone in New York who would do that——

Mr. DAVIS. Not this subcommittee.

Mr. MOFFETT. Right, not this subcommittee.

You know, Lee Ann, there are some people who actually believe that programs like this are too big and too wasteful and that we won't miss them if they are eliminated. They think the Government is just full of programs where people are getting a check and there's not much work being done, and so forth.

Obviously you don't agree with that.

Ms. ALLENSWORTH. No. If they come around and check the places out, they would see for themselves what has been accomplished and ask people.

Mr. MOFFETT. That's very useful.

We would like to hear now from Antonio Nesbitt.

Antonio, thank you for being with us.

You are a Young Adult Conservation Corps enrollee and have been for 4 months; is that correct?

STATEMENT OF ANTONIO NESBITT, YOUNG ADULT CONSERVATION CORPS ENROLLEE

Mr. NESBITT. Yes.

Mr. MOFFETT. You are working now as an assistant supervisor in Fort Tryon Park; is that correct?

Mr. NESBITT. Right.

Mr. MOFFETT. You live in the South Bronx?

Mr. NESBITT. Yes.

Mr. MOFFETT. Tell us how you found out about the Young Adult Conservation Corps program.

Mr. NESBITT. I graduated from high school in 1979. I could not find a job, so I was waiting for the employment agency, and they sent me down to Ossining to speak to Ted Harris, and I spoke to him. He had me on hold for about 2 weeks. I didn't have a job.

Then I had to take a physical and I came down for the physical and he said I could start the following Monday.

I spoke to him about, was it possible that I could get a raise and he said it depended on my work habits. So when I was there about 3 months my supervisor evaluated me and I became a 50 percenter.

Mr. MOFFETT. Tell us something about what you were doing before you found out about this program. Where were you?

Mr. NESBITT. I was working in a drugstore, 139th Street and Lenox Avenue, in the pharmacy, as a stock clerk. I wasn't making that much money and I wanted to get out of the store, because I like using my hands and working out of doors.

Mr. MOFFETT. How far have you gone in school?

Mr. NESBITT. I graduated from high school.

Mr. MOFFETT. You heard me ask a question earlier of a couple of other witnesses here about whether or not you would have people signing up, if you extended this program. From the people you know, your friends, your neighborhood and your community, would you say that there would be a lot of interest in signing up for a program like this?

Mr. NESBITT. There would be a whole lot. There might be too many. I had a whole lot of people asking me could they get a job here. I asked Ted Harris yesterday and I have been asking him for a couple of weeks if there's any openings. I have a lot of friends. They wouldn't be here for just the money. I think they would like the work.

Mr. MOFFETT. Why? Just the kind of work you are doing?

Mr. NESBITT. The work, the people around you. Not just the money. I don't think anybody's here just for the money.

Mr. MOFFETT. What do you want to do with this experience you have had? What do you feel is next for you? What is your goal?

Mr. NESBITT. My goal is to accomplish, make a lot of money. I am planning on going to school in September, but being now that this program is ending in March, I might enroll and go back in February. I want to go to New Orleans University. I am supposed to go September 13, but I don't know if I will go now being this program is ending in March. But I like what I am doing.

Mr. MOFFETT. So the point is, you have some aspirations now; you have some goals. I am not saying you didn't have them before, but would you say this program has helped you in terms of your thinking on what you want to do?

Mr. NESBITT. It helps me. I moved up to a 50 percenter. Before I never had any leadership. Being that I am a 50 percenter now, I have to have leadership, to learn how to lead a crew. We have six or seven people and we all work in the garden in Fort Tryon. A lot of people come up there from all over the world to the Cloisters, and they ask you questions.

Mr. MOFFETT. All right.

I do want to say to all of you that your work has not gone unnoticed and your accomplishments have not gone unnoticed, although we are obviously looking at the whole country and we were specifically looking for examples of where this program is working very well. New York's program fits that bill. So you should all know that there is, around the country, an understanding that you have done a good job.

Mr. Harris, if I might ask you, you have had about 15 years of experience, as I understand it in employment programs, and a lot of that with young people.

STATEMENT OF TED HARRIS, ASSISTANT DIRECTOR OF FIELD OPERATIONS, YOUNG ADULT CONSERVATIONS PROGRAM

Mr. HARRIS. Yes.

Mr. MOFFETT. How does this program that we are talking about today stand up in your view?

Mr. HARRIS. Very well. It's well organized. It has a center into the program and it's a year into the program, where you have flexibility of teaching, on-the-job training, setting up classes for enrollees to learn how to write resumes, how to approach employers for another job, and teaching what parks in New York City is all about. It's not just going and hanging out in the park. It's knowing what a diseased tree is, and shrubbery, and how to treat it.

And the other program, I don't want to talk bad about it, but this is more constructive and you have more leeway to handle the enrollees.

Mr. MOFFETT. All right. Over the years that you have now looked at this Young Adult Conservation Corps, could you sum up, in your view, what has been the impact on young people, like the ones that we heard from today?

Mr. HARRIS. First of all, the education that they learn from the program. It gives the enrollees essential responsibilities. It gives them a goal to look forward to, to be a leader which, when they are in the neighborhoods, nobody's a leader. It gives them some kind of set thing in life, that they know they can elevate themselves in the working world.

Mr. MOFFETT. What is your own background? Where are you from?

Mr. HARRIS. The South Bronx.

Mr. MOFFETT. Is that where you grew up?

Mr. HARRIS. Yes. I grew up in the street. I know how these enrollees think. I know they have chips on their shoulders. I can relate to them better, because I am from the street. I try to show them what the working world is like, what civil service is like, and what they can get out of it.

It amazes me. Of our past enrollees who have left YACC, graduated and come back with good jobs. I feel good about it. It shows you that there's a chance for all the youths of today to get ahead.

Mr. MOFFETT. So you feel that you are taking part in producing something important; is that correct, Mr. Harris?

Mr. HARRIS. Yes, definitely.

Mr. MOFFETT. There's all this talk about the tax committees of Congress writing tax bills, giving hundreds of billions of dollars to different industries rewriting the estate tax laws so that people can hand over massive estates with virtually no tax being paid. And they keep talking about productivity.

Would you say that you could talk about this program in terms of productivity?

Mr. HARRIS. Definitely. We have got a lot of mileage out of our enrollees.

There's another thing. The program works. Another thing is that they enjoy what they are doing. It's outdoors. They are relaxed; they appreciate it. There's a lot of productivity.

Mr. MOFFETT. What were you doing in 1968 or 1969?

Mr. HARRIS. I was working in the parks department.

Mr. MOFFETT. Were you in contact with people on the street at that time?

Mr. HARRIS. Sure.

Mr. MOFFETT. Do you recall what the situation was like on the street at the time when former President Johnson was bogged down in the Vietnam war and becoming less and less popular; when the Government was starting to cut back on social programs and when Nixon's term in office began? What was happening out on the streets?

Mr. HARRIS. Well, the people in the street were hostile, upset, dismayed, angry, and I don't know if it was because they knew what was happening or eliminating education, but it was turmoil out there. People getting mugged, problems, people running amuck, so to speak.

Mr. MOFFETT. What is it like now, compared to that time?

Mr. HARRIS. With these programs, it is a little better. It gives people an opportunity to start somewhere. Without programs there's no start. Now there are programs where people can come in and get their feet in the door, so to speak. I think it is getting better, once this program stays with us.

Mr. MOFFETT. You drive down the street now, in your old neighborhood, or wherever, and you see young people hanging out on the street corners. What is your feeling about where this program fits in? You know it works; and apparently, if what these witnesses are telling us, if you open up the program and expand it by 10 or 20 times, you would have those young people signing up, a lot of them, is that right?

Mr. HARRIS. Exactly; definitely.

Talking about young people hanging around the street, we only have a limited amount of people to hire. We can't hire everybody. Even now I get phone calls, people looking for jobs. We fill our quota and refer them to other agencies or programs, and they are full, and those are the young people hanging around. It's heartbreaking that some people work and some don't. I think that the programs should open vastly employment to enrollees and to people that are hanging around the street, because I think they can get a whole lot of productivity and I think the people hanging around there want to work. It is just that there's nothing there for them.

Mr. MOFFETT. What happens if the Youth Conservation Corps program is eliminated?

Mr. HARRIS. I think it's a sad day for our youth of today, that this program, if all your programs go down the drain. I think we would be back in the type of thing—I hate to see that thing come.

Mr. MOFFETT. You feel we could go back to the 1968?

Mr. HARRIS. Yes, sir; yes, sir.

Mr. MOFFETT. If the administration gets rid of the Young Adult Conservation Corps, the Youth Conservation Corps and CETA, which wasn't a perfect program, but a lot of young people were learning and getting some skills, combined with the opportunity to go to college being cut in terms of financial aid. I don't know. It looks like a wholesale abandonment of young people, to me.

Mr. HARRIS. I agree. Unfortunately, I am not too much into politics, but I feel young people are the up and coming voters of tomorrow and are going to get adrift of running the world. I think that's the way they should think about it.

Mr. MOFFETT. Just as an aside, I will tell you, yesterday some of us had lunch with Lou Harris, the pollster, and he pointed out that when he does his polling nationally, and he has one coming out this next week, it is overwhelming on the part of the entire citizenry, that programs like this should not be cut. Young people especially feel this way. Unfortunately, they don't vote. They don't vote and they don't see the power in their numbers, in terms of voting.

Mr. HARRIS. Mr. Chairman, there's a reason for that. Because they are not working. But once, like the YACC program is set up, we talk about politics and voting and we get them interested in their neighborhoods. See, if you are on the street, you don't know this. You are separate, altogether. But once you get into a program like this, you try to exercise everything, city politics, government politics, health centers, a multitude of information that enrollees would never have got hanging on the street corner.

Mr. MOFFETT. So what you are saying is, in terms of people understanding something about citizenship, in a larger sense, they start to understand what it means to be a citizen in the United States as opposed to being a citizen in Leningrad, let's say, where you don't have those kinds of opportunities once they have a responsible job?

Mr. HARRIS. Right. Because we give classes, and a lot of females have problems. We tell them what agencies to go to or they have economic problems or housing problems. We get a listing, tell them to call up this person and try to get something, and I think that a lot of them, past ones and present ones, have figured out very well, as far as their living habits are concerned. They have moved out of the areas they were in. They got off of welfare rolls. They boosted themselves up. It is very important. If somebody takes an interest in you, then you do good.

Mr. MOFFETT. Thank you.

Mr. HARRIS. You're welcome.

Mr. MOFFETT. Dwayne, let me just ask you one more question. What are you interested in doing in the future?

Mr. REGISTER. Being a painter.

Mr. MOFFETT. Have you learned anything in this job that will help you?

Mr. REGISTER. Being a painter?

Mr. MOFFETT. Yes.

Mr. REGISTER. I learned that through the Job Corps.

Mr. MOFFETT. So now you have a goal in mind and you are going to try to go on and become a painter?

Mr. REGISTER. I am.

Mr. MOFFETT. Lee Ann, how about you?

Ms. ALLENSWORTH. I would like to work with forestry, the forestry department, and become a tree climber.

Mr. MOFFETT. A tree climber?

Ms. ALLENSWORTH. Yes.

Mr. MOFFETT. Will you need more education to do that?

Ms. ALLENSWORTH. I had planned to go on to college for horticulturing, but I don't know if I will be able to, if they keep cutting back on the programs.

Mr. MOFFETT. So ideally you would like to go on to college and study horticulture, but you are not sure that you will have the opportunity, given the cutbacks?

Ms. ALLENSWORTH. I don't know.

Well, YACC has kind of made me advanced and given me some other employment, like the Central Park internship program, right? I wouldn't have gotten into that job if I didn't have the experience from YACC, so I keep advancing and hopefully I can go further from there.

Mr. MOFFETT. Mr. Davis, do you have anything to add to what these young people have said?

Mr. DAVIS. I think what they said is far more articulate than what I might add. I have often said that the parks system of New York, like many urban park systems, reflects as well as anything the society around it. And I think that this program, the testimony you have heard today, is evident of the problems north industrial, North America is going through. It is evident of the larger social problems and what the possible cures for those problems are.

These are people here today who have said, in different ways, "We want to work. We want to aspire. We want to be part of what the society is about."

I suppose what is most poignant to me is that these people here are the future of New York City. They are going to make or break what a city like New York or New Haven or Buffalo or Boston will be like in 20 years. So what we are here to testify about is sad in terms of that future. But what they have said is something that is very hopeful.

I appreciate you coming here and listening to it.

Mr. MOFFETT. Thank you.

I think the most important thing you have said is that they want to work. It seems to me that Mr. Reagan campaigned all across America, saying that we ought to create situations that put people back to work and put America back to work.

Here are people who want to work, who are doing good work in the parks in New York City, and across the country. We are getting more back as taxpayers than we are putting in. It is just what President Reagan was talking about and yet it is threatened with elimination.

I might say, and I meant to say this to the mayor, we are trying to come up with a proposal to increase the fees that are paid by the big oil companies when they go in to look for oil and gas, and to take oil and gas out of Federal lands, offshore and onshore in order to pay for a program like this. And Congressman John Seiberling from Ohio and I are going to put forward that proposal to the Congress at some point soon.

Mr. DAVIS. Anything we can do to help.

Mr. MOFFETT. Thank you.

Mr. DAVIS. Thank you.

Mr. MOFFETT. Before this panel finishes, I might point out that the subcommittee will make sure that each of you gets a copy of the transcript of this hearing so you will have that, when it is published, and of course, people from all over the country and the world will read that transcript and your remarks will be in there.

We thank you very much for your testimony.

Our next witnesses are Commissioner Orin Lehman, who is the commissioner of the New York State Office of Parks and Recreation. If Mr. Lehman would come forward, please.

Also, Nancy Wolfe, I understand, will be testifying instead of Ruth Mitchel.

Commissioner Lehman, we will start with you. Your entire statement will be part of the record.

STATEMENT OF ORIN LEHMAN, COMMISSIONER, NEW YORK STATE OFFICE OF PARKS AND RECREATION

Mr. LEHMAN. Thank you, Congressman.

I think the mayor of the city gave an extremely good testimony and said a lot of things, too, I would have liked to have said or would have said.

I think the best testimony for us to value this program that you are looking at today is the young people you just talked to. They are the ones that really tell the story.

As Mayor Koch said, we are terribly concerned about the loss or potential or probable loss of the YACC program.

We are concerned about the loss of the land and water conservation fund and very concerned about the loss of the urban park and recreation recovery program.

In New York State, the young people who have been working in YACC, and the money we have been spending, by and large, from the land and water conservation fund, is not spent on the development of new parks, building new things. What we are trying to do is rehabilitate old parks that are aging and heavily used and that's why this money is so important to us.

What we are really concerned about is the Federal Government really withdrawing from a partnership that was so effective for so long.

Ever since World War II, and probably before that, the New Deal, there was a partnership between the Federal Government, State, local government and the private sector. The Federal Government did probably more than anybody else to bolster and encourage that partnership and it worked terribly well for all those years.

Now the Federal Government seems to be saying that, "We are dropping out," and it is going to be difficult to function without this member of the partnership.

We feel very strongly about the YACC program. We feel these young people have learned very valuable skills. They have developed good work habits and most of all, they have done very valuable work for us.

I think 6 or 7 years ago, whenever it was, when the CETA program first started, the parks superintendents really didn't want to bother with the kids too much. They thought they would be more nuisance than value.

After working with YACC now, they will not only want to work with them but also miss them very much. They have found them enormously valuable to the maintenance of our parks system.

I think it will be difficult for us to operate our parks without them through the State. Just as much so in Buffalo and Syracuse as it is in New York City. It will be very, very difficult.

I think the most important thing is, it must be extremely discouraging and disturbing and disillusioning for a young person to grow up in this society, be 18 years old or so, then find out that nobody wants them. They can't find a job. It must be crushing to the morale.

I think that's what this program has been so helpful in doing. That is, giving people an opportunity to help themselves. We are 100 percent behind them and I think everybody in our parks systems is, and I know the Governor is. It's going to be a great loss. Maybe the YACC will remain. We do hope you people in Congress will be able to devise a program very much like it. The President doesn't like certain parts of this one; that could be taken care of, probably. We certainly hope that youth employment of this Nation continues.

Thank you, Mr. Chairman. That's my statement.

Mr. MOFFETT. Thank you Commissioner. We appreciate your fine testimony. It is a pretty conservative notion, isn't it, this business of spending a small amount of Government money for the kind of work that we are talking about here and at the same time getting all those wonderful side benefits—young people getting the skills and the confidence, the sense of self-reliance and all those things that come from being in the world of work.

Mr. LEHMAN. Yes. We have, as you know, had four residential camps, which were very valuable, too. More like the old CCC, but instead of being run by the Army, they were run by ourselves, and they had men and women. I think the experience in those camps was very valuable to the people involved.

Mr. MOFFETT. Do you have other people with you?

Mr. LEHMAN. This is Terry O'Leary, who runs the program for us, the New York YACC State grant program.

The young lady here has been at one of our camps, and I think she would like to say a few words.

Mr. MOFFETT. Could you tell us your name, please.

STATEMENT OF ANTONIA DIXON

Ms. DIXON. Antonia Dixon.

Mr. MOFFETT. Thank you for being here.

Could you tell us about your experience in the program?

Ms. DIXON. Since I have been here, in the camp——

Mr. MOFFETT. Where is the camp?

Ms. DIXON. Cold Springs, N.Y.; upstate.

Mr. MOFFETT. All right.

Ms. DIXON. I have learned—since I have been there, I have been there for 3 months, and I have already laid concrete around walkways and laid pipes. I also did some landscaping. We built some floors in the house——

Mr. MOFFETT. These are things you have learned in just 3 months?

Ms. DIXON. Yes.

Mr. MOFFETT. Where is your home?

Ms. DIXON. I live in Brooklyn.

Mr. MOFFETT. So you came from the city and went to this residential camp, then?

Ms. DIXON. Yes.

86-378 O - 82 - 12

Mr. MOFFETT. How long will you be there?

Ms. DIXON. Hopefully, the whole year.

Mr. MOFFETT. Perhaps you can tell us how the funding situation might impact on an individual like Antonia.

STATEMENT OF TERRY O'LEARY

Mr. O'LEARY. I think, very clearly, Mr. Chairman, that by April of next year Antonia and every enrollee throughout the country will have lost their jobs. There's no question about that unless you reverse the present proposed phaseout of the program.

Mr. MOFFETT. So here is the example of one person, and there are thousands and thousands of cases like this, who is now working and learning skills. All those things you have learned in 3 months and she would anticipate being there for the whole year, except for the fact that the program is being slashed and eliminated.

Mr. O'LEARY. It seems very inconsistent on the part of the administration to have recommended an increase in the Job Corps program on the one hand and not to have recognized that by doing that they are in actuality removing the possibilty for the continuation of 20,000 jobs, nationwide, through this program.

Mr. MOFFETT. We really appreciate your testimony. I think that's a very interesting example. It is exactly the kind of situation and exactly the kind of case we are talking about.

Thank you very much for sharing your experience with us.

Ms. DIXON. Thank you very much.

Mr. MOFFETT. Commissioner, is there anything else you want to add to your remarks?

Mr. LEHMAN. No.

Thank you once again for taking the time to come here. We do seem to have a lot of friends in Washington, like yourself, who arrange to perpetuate these programs, land and water and YACC, and we thank you very much. We need you.

Mr. MOFFETT. Thank you.

Our next witness is Nancy Wolf, the executive director of the Environmental Action Coalition.

Do you have any participants you would like to have with you at this time?

Ms. WOLF. Our Youth Corps is right back there in the blue hardhats. They are part of the fourth panel, so at that time Joan Bermudez will testify as a YCC enrollee.

Mr. MOFFETT. Fine.

STATEMENT OF NANCY WOLF, EXECUTIVE DIRECTOR, ENVIRONMENTAL ACTION COALITION

Ms. WOLF. I have been asked, because Ruth Mitchel has not been able to get here yet, to testify as a member of a nonprofit organization subgrantee in the Youth Conservation Corps program.

This is for the younger kids in the program. These are the enrollees of ages 15 to 18, and they are in high school.

Also, I am on the board of the Magnolia Tree Earth Center, of which Ms. Mitchel is the executive director, so if you have any particular questions about this YCC project, I am at least somewhat familiar with it also.

The Environmental Action Coalition is an organization that is a nonprofit environmental education organization and we have been around for 11 years.

We are headquartered in Manhattan and we do a great deal of field work throughout the New York metropolitan area.

The Youth Conservation Corps program is really made to order for environmental work like ours, because we are probably the most urban program in the entire Nation.

I think when EAC applied to have Manhattan youngsters in a conservation program, it was something that was a very exciting kind of thing, because it showed that conservation and teenage jobs in horticulture and conservation are just as exciting and important in urban areas and possibly maybe even more so than they are out in the wilds, so to speak.

You thought of the Youth Conservation Corps as a program that stayed out in the mountains and we have shown, and everyone else has shown, how important it is for the cities and for the teenagers of the cities and for the work that they do for cities and the metropolitan areas.

As an administrator of an agency, I know how important it is, to make sure that jobs get done well and the money is used wisely.

I know that we certainly try to supervise it carefully and we are very pleased with the supervision we are getting. We are being looked at by everybody from A to Z, and that's excellent, because it makes sure that the program goes, and that every single penny of the money is used for the purposes of the subgrantee. The grantees said they would observe, and we have been observed through the years, not only by the New York State Department of Environmental Protection, but the Department of the Interior, the Department of Forestry, everybody, State and Federal, always with very high marks, because they see what can happen in a place like Manhattan, with Youth Conservation Corps workers doing horticulture and forestry work in the parks and along the streets.

Mr. MOFFETT. You are a subgrantee. Where does the money come from to fund you?

Ms. WOLF. We have a wide range of funding which——

Mr. MOFFETT. Federal funds?

Ms. WOLF. Some Federal grants, in some cases, this being one of them. It is really Federal money.

He also has many corporate donations and many individual donations and foundation funds for various projects. It's a big mix of funds.

For instance, as you probably know, YCC only gives 80 percent of the dollars that you need to run a YCC program. And we have to provide the other 20 percent. I am happy to say that, due to the exciting work that our kids have done, we are able to get every dollar of that 20 percent from the private sector. So the organization itself has a full funding possibility for this particular program.

The field work that our kids do is to small parks in Manhattan, as opposed to the larger work done, of course, in Central Park, which is a very important park. We work on the small parks that most people use when they come to visit the city and if they work in the city.

For instance, Madison Square Park, where we are working right now, is an area which is like the front yard of the Metropolitan Life Insurance Corp. and New York Life Insurance Corp. It serves people from all over the area, plus millions of visitors.

Mr. MOFFETT. What are you doing there?

Ms. WOLF. Right at the moment they are doing removal of weeds, repairing erosion, pruning of our shrubbery, anything that you can imagine, in terms of horticulture and forestry, and the kids are doing it, of course, under close supervision. The only thing we do not do, because we don't think that it is good for young kids to do it, is anything like climbing. They do not do that kind of pruning. They do the lower kind.

We also take care of street trees, which is an aspect of the work that we think is very important. In doing that, there's a twofold thing that happens.

First of all, street trees, which are very important for a city like New York, are taken care of through the summer, the hot summer.

Secondly, it is an enormously visible part of the program. When you have 12 kids in hardhats in the streets of Manhattan, and people come over and want to know what's going on, it gives us a chance to do public education, how to take care of trees and how citizens can become involved just like the YCC kids do.

Mr. MOFFETT. Do you have any doubt that if this hearing were put on the TV in every living room in America this morning and the American people were then asked to vote as to whether or not we should keep the program, that they would vote overwhelmingly to keep the program? Is there any doubt in your mind?

Ms. WOLF. No. Because I know from being on the street with the kids and from the supervisors and what the kids tell us. The support and interest in this kind of thing is incredible. It's incredible. It does such a wide range of things. It gives kids meaningful kinds of jobs. It does not give a make-work job. It gives an honest-to-goodness job, doing forestry work, horticultural control, you name it. They are very closely supervised. They are out there; people know what they are doing. They know how it is being done. It also gives a chance for environmental education because part of our time under the YCC ruling is devoted to a broader environmental education, which is only to the good.

We have had the parks department do an analysis of our work each summer. We have been doing it in terms of dollars and cents. Each summer our program, the costs of it, are somewhere in the neighborhood of $18,000 to $20,000, and that includes the 20 percent match that we have to get. For that amount of money, it is estimated we have done $3 worth of work for every $1 spent on the program. And it is work that would not get done, because the parks department literally does not have the staff that is going to do it.

Mr. MOFFETT. The 3-to-1 figure is also the figure that the mayor used, as you heard. The mayor said that for every dollar we spend on this program, we get $3 back in terms of performance, and work that's well done, for the taxpayers.

What it doesn't measure, of course, is what the young people actually get, so you could say, it's much more than 3 to 1.

Ms. WOLF. It would be very helpful if somebody could do an analysis like that. It would have to be figured out in terms of the kids' educational potential, or something of the sort.

Mr. MOFFETT. Maybe then you could say it's 5 to 1, or 6 to 1, or 8 to 1. How can you put a dollar value on the confidence that's derived from such work or any of those kinds of things?

Ms. WOLF. Or interaction among the young people, themselves, which is another part of YCC, as you know. Young persons learning how to get along, that's something we have been asked to foster in as many ways as possible. Part of it is bringing together our kids with other YCC programs, to do something, like the trip in New Jersey, which we did last year, and we will plan something else this year. All of those things meld them into a group and teach them those skills in addition to horticulture, how to work as part of a team, because that is absolutely essential, too.

Mr. MOFFETT. Thank you for your testimony. We will make the transcript available to you. But I want you to know that we are going to make every effort to save these programs. I think we are up against great odds, but we will try.

Thank you.

Ms. WOLF. Thank you very much.

Mr. MOFFETT. Our next witness is Mr. John Doyle, executive director of the division of youth, city of Buffalo.

Thank you for being with us.

Do you have a prepared statement?

STATEMENT OF JOHN DOYLE, EXECUTIVE DIRECTOR, BUFFALO DIVISION OF YOUTH, BUFFALO, N.Y.

Mr. DOYLE. Mr. Congressman, I have a statement that I gave to Mr. Brown.

I am the City Youth Bureau director of the city of Buffalo and YACC and YCC are part of that program within the city.

We do direct services.

I am down here not only on behalf of myself, as the YACC operator and YCC operator, but I am here on behalf of the mayor of the city of Buffalo.

I discussed this trip with him Wednesday afternoon and he asked me to go down and emphasize the fact that he feels as strongly as Mayor Koch about this program within the city of Buffalo. I have attached a quote that he made before the House Committee on Education and Labor on Wednesday, April 1, 1981, down in Washington. He was making comments on many of the programs in the city of Buffalo. He prioritized one of them as being YACC, and if I may quote him, he said:

> Another program which has been of tremendous benefit to the city of Buffalo has been the YACC program. This program, which employs youths 16 to 23 years of age for up to a year, has provided gainful employment for these youngsters and allowed the city to undertake a variety of important conservation projects. Yet, it is scheduled for elimination.

He dovetailed on to that saying that as a fiscal conservative himself, he felt there was a need to do something about the economy and make some cuts, but he certainly did not agree with the priorities established by the Reagan administration.

I would like to add to that that we have undertaken many of the projects you have heard here this morning and I would like to add another special project that YACC did.

After only 4 months of operation, we had a stadium in the city of Buffalo that the Buffalo Bills played in until 1973. That stadium then sat dormant for some 7 years. It was not utilized by the community. It was a stadium that was built in the thirties work project program. It was overgrown. Many of the seats, benches, and so forth deteriorated.

The mayor wanted to bring professional baseball back to Buffalo and he has accomplished that task. But as part of that accomplishment, that stadium had to be renovated. We had 6 weeks to do this task and it was monumental.

In that 6 weeks we took approximately 80 enrollees with their supervisors and placed them in this stadium, old War Memorial Stadium. YACC undertook the task of renovating the War Memorial Stadium at the request of our mayor.

The city was considering bringing baseball back to Buffalo, but the stadium, dormant for 7 years, needed a major overhaul. Due to the budget cuts and lack of manpower, the city could not feasibly accomplish the job itself. So the YACC was called on to take over the responsibility.

Eight crews were assigned to the stadium for 6 weeks. Included in the total efforts was removal of over 4,000 deteriorated bleachers, a comprehensive cleanup, painting of 5,500 seats, as well as bathrooms, concession stands, tunnels, gates, et cetera.

The YACC crews accomplished all of this, as well as a mural 50 feet by 5 feet saying, "Support Buffalo Baseball."

In addition to the above, we had four enrollees that did the research on gathering information and different memorabilia from Buffalo baseball. We sent a bound volume of this memorabilia to our mayor.

It is because of the efforts of the participants of this program that the city of Buffalo was able to realize professional baseball for the last few years. It is not only that we utilized the program, but the stadium sits within the inner city of Buffalo and has generated the business around the stadium, businesses that were not there previously. All of the concessionaires are minorities. The stadium has generated income for the city of Buffalo, as a hundred investors at $1,000 apiece invested in this particular baseball team that was brought in as a subsidiary of the Pittsburgh Pirates.

In our YACC program we have hired approximately 450 youngsters since it started. We have, as attached in your minutes, and I am sorry I don't have it here, but approximately 55 percent are minority youngsters, 63 percent are economically disadvantaged. It's about a 60/40 split on male, female enrollees. We are very proud of what they have accomplished.

As an operator, I must say I even brought up to Ted Harris earlier—a supervsor in N.Y.C. YACC—who I have gotten to know very well over the last 2 years, although we are separated by the whole State.

In the late sixties I was a police officer. I was on the receiving end of that frustration that precipitated throughout the country in all large urban cities.

The city of Buffalo was one of those cities that were confronted with street riots and so forth.

As a youth operator now, I understand those frustrations that were vented by most of the young people in the streets at that time.

At that time, as a police officer, I was too busy avoiding bricks and rocks, but I understand it now and I must say to you today, if I may, my own personal opinion, after 10 years in the police department and now being a youth operator for 3½ years, that it may not happen this year or next year, but if programs like these are eliminated, within 2 years you are going to be confronted with the same situation you had some 10 or 12 years ago in this country.

If you have any questions of me, Mr. Chairman, I will be glad to respond.

Mr. MOFFETT. That's an ominous prediction. I wish I could say it is an exaggeration or overstatement, but I happen to agree with you entirely. It is interesting to hear someone with a law enforcement background, an interesting combination of law enforcement and youth work, who is out there on a day-to-day basis now and is in touch with what's going on, and gives us that kind of report.

I want to thank you for your testimony. I think it is very important for purposes of this hearing, not only to have the mayor of New York, but to have you representing a city very far upstate, a very important city, and to give us that perspective. Your testimony is very similar to that of the mayor of New York, Mr. Koch. That is, of course, not by accident. It's a similar situation.

We thank you for being here and give our regards to your mayor and thank him for his participation in and his cooperation.

Mr. DOYLE. Thank you, Congressman.

Mr. MOFFETT. I believe we now have Ms. Ruth Mitchel with us. Thank you very much for being with us and for bringing some young people with you who are participating in the program.

Would you like to make a brief opening statement on your views on the program and what it would mean to lose the program?

STATEMENT OF RUTH MITCHEL, DIRECTOR, MAGNOLIA TREE EARTH CENTER

Ms. MITCHEL. Yes, I appreciate the opportunity to talk about the Youth Conservation Corps.

Magnolia Tree Earth Center, the environmental institution that I am director of, has participated in YCC for 6 years.

This is my first year and it has caught on for me. I am highly enthusiastic about it.

I have brought with me four of our enrollees who have been working with us for about 2 weeks.

The exciting thing is that I never saw any of them before they came to work for us. They knew very little, if anything, about conservation, and urban gardening and the kind of things that we do. Yet, they have the kind of enthusiasm that has moved me.

I was impressed with the process of preparing for the program. I have supervised youth, in a variety of funded programs in the past and, generally, it's sort of a last minute, haphazard thing.

In this process it has to be very carefully thought out and planned. You have to plan for your sites and activities and your resources and your supervision.

It means when we do start our program, day one, we are ready to go. The young people are not disenchanted.

I am delighted at the impact that it has had on our community and Prospect Park, which is where the majority of our youths work.

You asked Nancy Wolfe, a colleague of mine, earlier, that if we thought if these hearings were presented on television, if there would be an overwhelming positive response.

It is my belief that it would, simply by virtue of presenting the Youth Conservation Corps and letting people see what they look like, what they do, and how committed they are.

I am very proud of the youth conservation program and specifically the YCC program in Bedford-Stuyvesant.

Mr. MOFFETT. Would you introduce or have the other witnesses with you introduce themselves?

Ms. MITCHEL. Certainly.

Mr. MOFFETT. We'll start down here.

Ms. MITCHEL. Four of those are mine, and I don't know which program the other two come from, but they should all introduce themselves.

Mr. MOFFETT. Introduce yourself so we will know who you are.

Ms. BERMUDEZ. Joan Bermudez, YCC.

Ms. CURRY. Sabrena Curry, YCC.

Mr. BULLOCK. Ronald Bullock, YCC.

Mr. WOOTEN. Leroy Wooten, YCC.

Mr. VARRA. Barrin Varra, YCC.

Mr. MOFFETT. We would like to hear briefly about your experiences, how you found out about the program.

Joan, when did you first hear about this program?

STATEMENT OF JOAN BERMUDEZ, YCC

Ms. BERMUDEZ. Well, the first time I ever heard of it was at school when they announced over the loudspeaker that they had applications for summer jobs.

I went down and asked for an application and I filled it in and sent it out; but I really didn't think I was going to get the job.

Mr. MOFFETT. What did they say? What school was this?

Ms. BERMUDEZ. Washington Irving.

Mr. MOFFETT. It came over the loudspeaker?

Ms. BERMUDEZ. Yes.

Mr. MOFFETT. They said, "Anybody who wants to sign up for this program, sign up and go downstairs."

Ms. BERMUDEZ. They had summer jobs, summer youth and YCC applications.

Mr. MOFFETT. Did anybody come to the school to explain it at that time?

Ms. BERMUDEZ. We have an employment office where there's a secretary. She explains everything to you about the application, about the jobs.

She explained to me.

Mr. MOFFETT. So you didn't have much hope, though, when you filled out the application?

Ms. BERMUDEZ. I really didn't hear about it, but now I am interested in the job and I like it.

Mr. MOFFETT. How long have you been doing this?

Ms. BERMUDEZ. Three weeks now.

Mr. MOFFETT. What's happened so far?

Ms. BERMUDEZ. We have done a lot of work. We worked, totally cleaned a park up. We fixed the trees, we did pruning, cleaned it up, fixed the trees, put tree paint on them. There was a lot of trees infected with diseases. We helped them, cleared up all the bottles and cans and took them to recycling centers. We did enormous work. We are working now on Madison Square Park, doing erosion work.

Mr. MOFFETT. We hear sometimes people in the Congress will say, "Well, these are just make-work jobs. They don't really accomplish anything. It's just keeping people busy and giving them a check." What you are telling us is that that is not true, right?

Ms. BERMUDEZ. That's not true.

Mr. MOFFETT. It's actually getting things done.

Thank you.

Sabrena, how did you hear about the program?

STATEMENT OF SABRENA CURRY, YCC

Ms. CURRY. I heard about the program from a friend of mine, but so far the program has been nice. We have been working on Lafayette Garden. We were doing weeding and planting, planting plants and everything.

Mr. MOFFETT. How long have you been in the program?

Ms. CURRY. Two weeks.

Mr. MOFFETT. How long will you be in the program?

Ms. CURRY. Eight weeks.

Mr. MOFFETT. So you are learning some things that you didn't know before.

Ms. CURRY. Yes; we learned all about weeding and planting. That's learning.

Mr. MOFFETT. Thank you.

Ronald?

STATEMENT OF RONALD BULLOCK, YCC

Mr. BULLOCK. A friend told me about this, gave me an application.

Mr. MOFFETT. Was your friend in the program?

Mr. BULLOCK. No; he isn't in it. He told me about it.

Mr. MOFFETT. What do your friends say to you now about being in the program? Are they curious or ask about it?

Mr. BULLOCK. Yes; they want to get a job here next year, they say.

Mr. MOFFETT. We hope so, but not if it's eliminated, right?

Ms. MITCHEL. This is Ronald's second year now.

Mr. MOFFETT. So you went through a whole year before?

Mr. BULLOCK. Yes.

Mr. MOFFETT. All right.

Leroy?

STATEMENT OF LEROY WOOTEN, YCC

Mr. WOOTEN. They teach us how to tell the plants, one from another, plants from the weeds. We take out the plants, replant them and take the weeds up and use them in fertilizer, taking the weeds left over and putting them with the dirt and making them fertilizer. Then taking trees, plants, tomatoes, sunflowers, things like that. We work with, like, making plots for other people who want to use the garden, setting up for them, turning the dirt over and making new soil and taking away the old soil and separating the bad from the good soil.

Mr. MOFFETT. So you are learning some things.

Mr. WOOTEN. Yes.

Mr. MOFFETT. What do you want to do in life?

Mr. WOOTEN. I am a designer. I make clothes.

Mr. MOFFETT. Is it useful for you to have this work experience?

Mr. WOOTEN. Yes.

Mr. MOFFETT. So this has been helpful.

Mr. WOOTEN. Yes.

Mr. MOFFETT. Barrin, tell us about your experience, if you would.

STATEMENT OF BARRIN VARRA, YCC

Mr. VARRA. One thing I like about it, when they knock down the building, it could be a condemned lot, right? We clean it out and when we finish with it it looks better, so the people who live there come around and like the way our neighborhood looks. We fix up everything——

Mr. MOFFETT. Where is this?

Mr. VARRA. Bedford-Stuyvesant. Anywhere in Brooklyn where the lot is condemned, we clean it out and we put the soil in and have flowers coming out of the old things, you know. It's fine—like an old sink or something, a big sink, we put soil and the seeds and plants come out. We find any old alleyway and fix it up and have things new in it.

Mr. MOFFETT. That's very interesting because we have had testimony from young people, not only in New York, but we have had hearings in Washington and had young people come from other States and they say they are doing the same kind of work. You are part of a very important force, one that we don't want to see eliminated.

Ruth, is there anything else you would like to add?

I think the young people have done a good job of explaining.

Ms. MITCHEL. Especially because they didn't know they had to testify.

The thing I would like to add is that it is interesting you asked Leroy what he wanted to do. Ironically, a lot of young people who come into our program don't know what they want to do. Part of our training is to identify for them careers that they have never contemplated before, to let them know what the educational requirements, if any, are beyond high school. I think we have identified for them some alternatives. Not only alternatives to their careers and further studies, but they also see that there is an alternative to the plight and deterioration that exists in their community.

What Barrin is talking about is recycling and we recycle anything. So he is talking about recycling sinks and other things so they don't become trash and we don't have a big garbage collection problem. They see those alternatives and I think that's something that we are going to carry away with us.

This group that we have of 32 this summer will carry it. If we had more, they would. The 200 some-odd that were their predecessors do. I think that is an investment, as I said in my summarized statement. It's an investment in the future of our cities. If our kids aren't aware and concerned, work is going to continue to go downhill and provide us an opportunity to stimulate their thoughts in that.

Mr. MOFFETT. Anybody else have anything to add?

Joan, anything else you would like to add?

Ms. BERMUDEZ. I would like to say that the program is very good, especially for kids in high school, because usually when the summer comes, they don't know what they are going to do. Now they have going—if it isn't cut, they have something. "Well, I am going to work at YCC," and it feels good to clean up your neighborhoods and look back and, "Wow, I did that," and feel proud.

Mr. VARRA. Not only us doing it, but if the program keeps on our little brothers and sisters can learn something, behind us. They can learn a lot of things they don't know, they need to learn.

Mr. MOFFETT. I think that's a very important point which hasn't been brought up in these hearings yet. A lot of you have younger brothers and sisters who are seeing the example of someone who they know and love and respect, learning skills, being productive, setting goals. That's a very, very important point you made and I am glad you made it, because it will be in the record for other people to read. So thank you for adding that comment.

You have been very good witnesses and we thank you very much for your testimony. We will make sure that each of you receives a copy of the transcript of this hearing when it is published.

Thank you very much.

We will now hear from Richard Hite, Principal Deputy Assistant Secretary for Policy, Budget, and Administration, Department of the Interior.

Apparently he is accompanied by John Fulbright. Is that correct?

Mr. HITE. That's correct.

Mr. MOFFETT. Gentlemen, thank you for your patience and cooperation.

I understand you do not have a prepared statement.

Mr. HITE. I have one for the record, sir. I won't take your time to read it.

Mr. MOFFETT. It will be, as you know, considered part of the record, Mr. Hite.

Mr. HITE. Thank you, Mr. Chairman.

If I could highlight a couple of points in that statement, Mr. Chairman?

Mr. MOFFETT. Please proceed.

STATEMENT OF RICHARD HITE, PRINCIPAL DEPUTY ASSISTANT SECRETARY FOR POLICY, BUDGET, AND ADMINISTRATION, DEPARTMENT OF THE INTERIOR, ACCOMPANIED BY JOHN FULBRIGHT, DIRECTOR, OFFICE OF YOUTH PROGRAMS

Mr. HITE. Basically, sir, you have articulated, I think, the administration's reasoning in regard to this issue, although I detect you don't agree with it. Basically, looking as a man charged with the entire national interest, the President made the determination that these programs, and I speak specifically of the Young Adult Conservation Corps and the Youth Conservation Corps, would fall victim, if you will, to the budgetary constraints which we feel that the economy and economic situation demands.

The reasons for this were threefold. The programs, in our view, sir, were not targeted. The programs are not a continuum. The Youth Conservation Corps, as you know, is a summer program dedicated to individuals across the spectrum of society, from 15 to 18 years of age. The Young Adult Conservation Corps is a 1-year program, not designed to provide training and is not targeted. Specifically, Mr. Chairman, those are the reasons that the administration eliminated these programs and I think you have enunciated those before.

I would like to make one technical point, if I could, sir. I refer to the administration as opposed to the Department because two of these programs that we operate, the Job Corps, which is targeted and which is funded, and the Young Adult Conservation Corps, are actually the moneys that we derive from the Labor Department, as you know. I wanted to put that on the record.

And Mr. Fulbright, who is the Director of the Office of Youth Programs, who I should have introduced earlier, will make an attempt to answer any questions.

Mr. MOFFETT. Again, thank you for being here.

We will introduce into the record at the appropriate time, correspondence with the Department of the Interior regarding your appearance here today.

I'd like to start by going over some basic facts I hope that we can agree on.

According to the Department of the Interior, in fiscal year 1980, YACC enrollees working for the Department, accomplished work valued at $96.5 million. Is that figure something that we can agree on?

Mr. HITE. Yes, sir, that's it.

Mr. MOFFETT. In fiscal year 1980, Young Adult Conservation Corps crews conducted over 5 million dollars worth of timber management; over 22 million dollars worth of recreation development and maintenance.

Do these sound right?

Mr. HITE. We agree with that, sir.

Mr. MOFFETT. $6.7 million in visitor services in the parks; $6.6 million in range management.

So far, no argument?

Mr. FULBRIGHT. Right.

Mr. MOFFETT. Over $7 million in wildlife management; over $3 million in general construction and engineering; over $4.3 million

in water and soil conservation, and over $41 million in other projects.

Does that seem like a proper breakdown, gentlemen?

Mr. HITE. I think you are right there, sir. We agree with those statements.

Mr. MOFFETT. All of this was accomplished as I read it with the total expenditure on Young Adult Conservation Corps of $78.6 million.

Mr. FULBRIGHT. Operational dollars.

Mr. MOFFETT. So the taxpayers who do the division, 96.5 million dollars' worth of work, we have agreed on that figure, $78.6 million, taxpayers paying out, we have agreed on that figure. That looks like $1.23 worth of work for every dollar that we spent.

Mr. HITE. About right.

Mr. MOFFETT. So we agree on that.

Now, with regard to the National Parks System, would it be fair to say that these Young Adult Conservation Corps crews performed over 20 million dollars' worth of work in fiscal year 1980, alone?

Mr. FULBRIGHT. That's correct.

Mr. MOFFETT. In fiscal year 1980, according to your own figures, the Youth Conservation Corps crews, YCC, we are talking about, working on Federal lands alone, improved over 13,000 acres of timber, planted about 15,000 acres of trees, picked up over 211,000 miles of litter, assisted nearly 300,000 visitors on the Federal lands, carried out revegetation activities on about 7,000 acres, constructed over 543 miles of fence, improved 93,500 acres of wildlife habitat, constructed over 820 miles of trails, carried out maintenance work on 2,600 miles of trails and provided erosion control work on over 21,000 acres of Federal land. Does that sound correct?

Mr. HITE. As you know, Mr. Chairman, those are our data and it is accurate.

Mr. MOFFETT. Is there a total amount of work that we have conducted by the Youth Conservation Corps for the National Park Services? Is there such a figure?

Mr. HITE. If there is, Mr. Fulbright has it.

Mr. FULBRIGHT. For fiscal year 1980, it was $451,716.

Mr. MOFFETT. Looking over the work that both of these programs that we are talking about here today, YACC and YCC, have accomplished for the Department of the Interior, in particular, and Federal and State land management agencies in general, is it an exaggeration to say that they did some significant work?

Mr. HITE. No, sir. They did some significant work.

Mr. Chairman, nobody, and I should have put this into my opening remarks, in the Department of the Interior, or as far as I know, anyplace else, said these programs weren't good programs. In the tortures of going through Mr. Stockman's budget exercise, they became margin. I know that's a cold thing to say because I listened with great interest to the testimony today and I have worked with kids, as John has, through most of my adult life.

I can only give you the rationale that the Reagan plan attempts to stimulate the private sector to provide job—I am sure you will expound——

Mr. MOFFETT. We have heard that. But the one thing that we are really interested in at this point in the hearing is in trying to

determine whether these figures that we have are correct, and I don't think we have any argument about that.

Mr. HITE. No disagreement.

Mr. MOFFETT. We will proceed to some of the policy questions later.

You have stated, Mr. Hite, that the work carried out by youth crews is not high priority?

Mr. HITE. Yes, sir.

I will deal with that now, or whenever you say so.

Mr. MOFFETT. My question is, without this work, isn't it true that the national parks and State and local parks would fall into even greater disrepair?

Mr. HITE. Let me address myself to the national parks and the Interior work only, because most of what you have been examining here in New York is work that constituted grant money in the Young Adult Conservation Corps and, of course, the Youth Conservation Corps program.

Mr. MOFFETT. You will have ample time here and all the time you need to get your position out.

But isn't it true, that managers of your own parks, our own parks, have expressed serious concern, not just modest concern, but serious concern even about the ending of Youth Conservation Corps work in their parks this summer. Are you aware that at our last hearing we introduced into the record several memorandums from your Department that indicated that in some parks the simple removal of the YCC crew would have significant adverse impacts on several parks? For example, a memo written by the director of the western region of the National Park System, dated April 10 of this year says, and I will read this to you:

> There will be a severe impact on park budgets and operations. This region would need an increase of approximately $935,000 in fiscal year 1981 to allow Park Service maintenance staff to complete YCC projects, if YCC was terminated. Existing standards of quality visitor services will be adversely affected. Without increased funding, it will not be feasible to provide adequate protection for our natural, cultural and historical resources.

This is the director for the western region of the national park system.

Mr. HITE. Yes, sir. We have some differences of opinion within the Department.

I think, if you asked the question whether you had to make a noise as to what type of labor you had, these people would tell you that some are higher programs with more production. I am just trying to give you the facts as we see it.

In a budget sense only, the Youth Conservation Corps and the Young Adult Conservation Corps is free labor for a park superintendent. It doesn't come out of his budget. It makes a final budgetary line within the bureaucratic maneuvering, is what I am saying.

Mr. MOFFETT. Is it your testimony that the director for the western region of the national park system and the prepared testimony by Gateway Advisory Committee, before this subcommittee, which we will be discussing later, is wrong? Are those operating these parks wrong when they say that we are going to see a significant negative impact on our national parks? Is this, in your view, an overstatement?

Mr. HITE. Mr. Chairman, it is susceptible to budget review. We review the budgetary estimates and requests from the various bureaus in the Department. Sometimes, since we have the last pencil, we disagree with them. It comes to that.

Mr. MOFFETT. I understand that. But, meanwhile, these budget bills are going through the Congress. The administration is taking the position that, "We are washing our hands of these programs. We don't want these programs," and they have enough votes right now to get their way. So what review are these programs really receiving?

Mr. HITE. It gets back to the—excuse me.

Mr. MOFFETT. What can these young people look forward to? What can the young people look forward to? What if the Interior's budget review shows, "Guess what, the Director of the Western Region is right"?

Mr. HITE. I'm not sure that I can answer that except in two phases, because the second part of that is, what is the superintendent going to do to create that help.

The first part, with respect to what are these young ladies and men going to do, revolves around more emphasis on targeted programs, such as the Job Corps.

A major philosophical point, Mr. Chairman, here, is that these young ladies and gentlemen are experiencing a stimulating work experience, and are not learning a trade.

Mr. MOFFETT. But that's not the testimony that we had this morning.

Mr. HITE. I heard it and I heard one young man saying that he was getting a very exhilarating experience out of things horticultural but he was going to be a designer, and what we have to do in balancing national priorities, it seems to me, is go after targeted programs that establish skills among the unskilled.

Mr. MOFFETT. I am not willing to assume that they are not learning a trade, because we have had testimony to the effect that they are.

We had testimony at the hearing in Washington, that a young man went into a park in my State, met a park ranger, and asked if there were any jobs.

The ranger said, "Why don't you go up and fill out an application, talk to this guy."

The young man became part of the program. At first he was a tree cutter, chain saw operator. Then they moved him to where he was a carpenter in the park. He works with the carpenter for several months. Now he is a full-fledged carpenter.

He opens a business with another guy and they are doing very well. He comes to Washington and testifies to this. The program had a direct impact, he learned of a trade, a skill.

But let's put that aside for a moment and let me ask you, if these young people are not working in the YCC and YACC program, what is the administration's view of where they are going to be?

Mr. HITE. Administration's view, Mr. Chairman, is that a program to include the tax incentives are going to stimulate the private economy to the extent that——

Mr. MOFFETT. I understand that. But are you two fellows willing to turn around and face these young people and say to them that

the Reagan economic game plan will be along to pick them up when this program is ended? Can you look them in the eye and say that?

Mr. HITE. I am going to have to, if I get out of here.

I am here to present the administration's position.

Mr. MOFFETT. I understand that. We are aware of the fact that you are the messenger with the bad news here today.

But you are also testifying before a congressional subcommittee, and you are obviously interested in telling the truth and that would involve your opinion on whether you could say to these people, these young people, who have been learning something about the world of work—along with other good conservative traits of self-reliance and self-confidence and so forth—"It's OK, the Reagan economic game plan is going to carry you after we cut out this program."

Mr. HITE. I am willing to say that the Reagan administration, which I represent, believes that the private sector will be stimulated to the extent that there will be jobs available in the forthcoming years.

Mr. MOFFETT. You testified that the programs are being cut to save dollars. We understand that's your testimony.

But it is not your testimony that the programs don't have some real merit or that they serve no real social purpose or that they are poor investments, or anything like that?

Mr. HITE. That's correct.

The investment part is a question you asked me and I didn't answer, sir.

Some of these efforts that have gone into the data that you are reviewing, are marginal, so far as the Department is concerned. I am not going to speak for Mayor Koch or the city of New York, or——

Mr. MOFFETT. Why not make them less than marginal? We are not talking about an attempt here to improve these programs, are we?

The administration is not saying, "OK, we have YACC and YCC. They are not targeted enough. The work is too marginal and so we want to improve them." That's not what it is saying, is it?

Mr. HITE. No, they are not. It is Secretary Watt's position, somewhat controversial, that we should see acquisition to maintain what we have. That's going to create——

Mr. MOFFETT. We will get to Secretary Watt's position and his view of how we improve the national parks in a moment.

You said a little bit earlier, and I paraphrased you, that there's no one in the Interior Department who would say that these aren't good programs. Is that correct?

Mr. HITE. Correct.

Mr. MOFFETT. How about the Secretary of Interior, and I am quoting Secretary Watt, saying that the Youth Conservation program has "no merit." He didn't say, limited merit. He said, "No merit." He also said that the youth program doesn't, and I quote, "serve a social objective." He also said that employing youths to restore and improve the Nation's parks, forests and wildlife refuges, is not "A good investment in protecting the resource base." Are you aware that that's what he said?

Mr. HITE. No. But let me take that in reverse order. The resource base, I am sure he is referring to the benefits of the skilled labor on direct hire, as opposed to temporary, 1-year employment or summer employment. The second statement, "No lasting social value," I believe refers to what faces these individuals in the program when their time in the program is terminated. I believe that's what the Secretary meant.

Mr. MOFFETT. Let me be fair. Let's not speculate about what the context was. Here it is, the transcript, from his testimony before Congressman Yates on the budget. Congressman Yates says, "While the funds are in the Forest Service, you work with them in administering the YCC program."

Secretary Watt responds, "This year they changed that."

Mr. Yates says, "You will have it now; excuse me."

Secretary Watt says, "We now have it and we are suggesting that we drop the ball. We think it should not be funded."

Mr. Yates comes back and says, "Is this a fumble you really want to have?"

The Secretary says, "Yes, that program does not have any real merit."

That's the Secretary of Interior saying that.

Mr. Yates says, "You are disagreeing with your own people. Your own people testified yesterday that the YCC young people do a most credible job on work that has to be done in the wildlife refuges."

Secretary Watt, "Who testified on that?"

Mr. HITE. It wasn't me.

Mr. MOFFETT. He said, "Who testified on that? Fish and Wildlife?"

Mr. Yates says, "Yes. The point is, I am sure if you were to ask the Forest Service that same question and the Park Service that same question, they would say these young people do a good job."

This is Yates saying that.

Secretary Watt responds, "They would gladly take any help they can get as long as it's outside their budget. If you give them the choice between $20 million to hire young people to handle their resource base or $20 million for a YCC program, I can guarantee what their answer is going to be.

"The YCC program is not geared toward those disadvantaged teenagers."

This is Watt saying this.

"Enrollees are selected at random by a computer printout and it's a program that aids principally middle income people, so it doesn't serve a social objective."

Mr. HITE. That's what he meant with respect to "no merit."

Mr. MOFFETT. I know.

You want to turn around and tell me that it serves mostly middle income people?

Mr. HITE. Mr. Chairman, from what I have heard this morning, is that there are a lot of people benefiting from this program in New York City. We are talking about a national program.

Mr. MOFFETT. What about Buffalo?

Mr. HITE. Seems to be very positive.

Mr. MOFFETT. How about Indiana?

86-374 O - 82 - 13

Everywhere we go there's testimony that says this is a program that has a vast majority of people who come from families of under $15,000.

Do you have any evidence that contradicts that?

Mr. HITE. This is a quote from testimony again before Chairman Yates' Appropriation Subcommittee, from the record, by Mr. Anderson, our counterpart in the Forest Service. Eight percent of these people came from families below $5,000; 20 percent with incomes between $5,000 and $10,000; 28 percent from families $10,102 to $15,000; and 38 percent from families over $15,000.

Mr. FULBRIGHT. As far as the YACC, 58 percent of persons in YACC, according to these figures, are not disadvantaged.

Mr. MOFFETT. But you just read figures which back up what I said a few moments ago. I said over 50 percent of the kids come from families that earned under $15,000. That's what the figures you just read indicated.

Mr. FULBRIGHT. The YCC program, but not in the YACC program.

Mr. MOFFETT. How about YACC?

Mr. FULBRIGHT. YACC, according to the statistics we have on economic status, 58 percent of them are not disadvantaged.

Mr. MOFFETT. What is disadvantaged?

Mr. FULBRIGHT. You used the figure $15,000 and below.

Mr. MOFFETT. Is that what you call disadvantaged?

Mr. FULBRIGHT. I am using your criteria in what we have before us.

Mr. MOFFETT. The Secretary says the YCC program is not geared toward those disadvantaged teenagers. You have agreed that in the YCC program, 60 percent of the people come from families under $15,000. Is that principally middle income people?

Mr. FULBRIGHT. I am not a statistician on what middle income is.

Mr. HITE. You have made your point, Mr. Chairman.

Mr. MOFFETT. Now we go back to a point that you were alluding to earlier, which I think is important for us to discuss. Secretary Watt has stated that the national parks have deteriorated to such a great extent that we should concentrate our efforts on improving those parks, not creating new parks, and so forth. He said that we must spend some $547 million, over one-half billion dollars, over the next 5 years, to restore these parks. He has proposed, for openers, that an additional $105 million be added to Interior's fiscal year 1982 park budget to begin the restoration process. Now, these moneys would be taken from that fund developed by Congress to purchase new park lands and wildlife refuges.

Mr. HITE. Land and Water Conservation.

Mr. MOFFETT. Right. He has further proposed that no new park lands be purchased until these conditions have been improved.

At this time I would like to introduce into the record the two documents outlining the Secretary's plan for utilizing the $105 million that he has requested.

[See pp. 84-85.]

Mr. MOFFETT. I would like to draw your attention, if I might, to the second exhibit entitled "Park Restoration and Improvement Program."

The projects needed are broken down into four categories: Health and safety, cyclic maintenance and repair and rehabilitation, cultural resources preservation, and capital improvements.

Let's focus on the cyclic maintenance and repairs and rehabilitation section, where the Secretary is proposing to spend $29 million in fiscal year 1982.

The Department of Interior describes that work involved in that part of the process in the following way, and I quote:

"The requested increase will be used to reduce the Service's backlog of cyclic maintenance and rehabilitation of visitor use facilities. Cyclic maintenance refers to work which is done on an established cycle longer than one year, such as painting, reshingling, road chip and seal, and sign maintenance."

Let's say it again.

"Painting, reshingling, road chip and seal, and sign maintenance." This is what the Secretary means when he talks about this part of the $105 million he wants. Is there any reason to believe that the YACC and the YCC crews can't carry out that type of maintenance?

Mr. HITE. They really can't carry it out as a continuum, Mr. Chairman, because, particularly—well, it's patently not possible for the YCC people to get into a cyclic program on an 8-week——

Mr. MOFFETT. Let's talk about YACC.

Mr. HITE. YACC, they will be there a year, at best. We are talking about a cyclic maintenance program, which we intend, in the Department, to do through direct jobs.

Mr. MOFFETT. I know you paid attention to the earlier testimony. We had a young woman here, who in 3 weeks learned a number of activities which go well beyond painting, reshingling, road chip, and seal and sign maintenance, in terms of difficulty. We had witnesses here today who, in their first 3 weeks, have learned significant skills, in terms of doing this kind of maintenance. What are you talking about when you discuss painting in a park? What are you talking about? Can you actually sit here and say the YACC, in terms of what you have heard here today, can't do the painting in a park when they are there for a year?

Mr. HITE. If I were a young man, I would rather go through the Job Corps program, working with a painter's union, with whom we have a contract, learn a skill, get a union ticket. It's a targeted program.

Mr. MOFFETT. I agree. That's what I might want, too. Is that the choice that these kids have under the Reagan approach?

Mr. HITE. Yes, sir.

Mr. MOFFETT. Can we guarantee each of those kids a slot in the Job Corps?

Mr. HITE. Depends on how much money we have, sir.

Mr. MOFFETT. That's exactly what it depends on.

Mr. HITE. You, yourself, said, Mr. Chairman, we can't guarantee every kid a job. You, yourself, said we could quadruple this program. We can't. Even you could admit that.

Mr. MOFFETT. Sure, I would be for quadrupling it.

Mr. HITE. There is a limit to fiscal flexibility.

Mr. MOFFETT. It's a limit set by people who don't have an eye on the future, Mr. Hite. You might have to defend them, but I don't. That's the difference.

I have some sympathy for people who are in your position. I worked in an executive agency, myself, but at some point you have to consider how much you can defend.

Mr. HITE. I am probably getting over my head by saying this, and we are getting into the broad area of economic philosophy, but the tax burden would be fantastic. The deficit is absolutely mind boggling right now.

Mr. MOFFETT. Let me just point out something to you.

Yesterday we tried to knock out of the budget 12 A-7 fighter bomber aircraft. They already put 30 in the budget, then they added 12 more. You can't find a fighter pilot—I defy you to find one—who says we need those 12 A-7's. It's being done to keep one manufacturer in Texas, called Vought (phonetic), happy because they want to keep that line going. All right? The cost to taxpayers is $155 million. There are all sorts of little examples like that, where the administration will put in $155 million there, $400 million here, like giving the Union Oil Co. $2 billion to build a synthetic oil plant that is very shaky, like building the Columbia Dam in Tennessee; billions of dollars ultimately, which are very hard to defend. So don't make it sound like it's never, never land or fantasyland or a fairy tale approach to suggest that it could be done.

If this administration wanted to do it or make those changes, they could do it. There's no question that they could do it.

Mr. HITE. I am speaking from the limited scope of the Department of Interior, sir. Congress, in its wisdom can make those substitutes.

Mr. MOFFETT. That's the point I wanted to make on the record. We could, if we wanted to. It would not break the Treasury. I am still not convinced that your position is correct. I don't want to belabor the point, but aren't we going to have a greater backlog? Aren't these park superintendents and others at least partially correct when they say, "When you fire all these kids, you are going to have a greater backlog of work in the parks"?

Mr. HITE. My answer isn't tangential, and I understand it and I hope those listening do. It will not exacerbate the backlog if we get the employment we need to hire additional people from the Office of Management and Budget. That's an executive branch problem. We think we will.

Mr. MOFFETT. I hope I have given you an opportunity to say what you wanted to say.

Mr. HITE. Yes, sir.

Mr. MOFFETT. Mr. Fulbright, do you have anything to add?

Mr. FULBRIGHT. No, I don't.

Mr. MOFFETT. We thank you for your testimony.

Mr. HITE. Mr. Chairman, I thank you. It was a good dialog.

[Mr. Hite's prepared statement follows:]

STATEMENT OF RICHARD HITE
PRINCIPAL DEPUTY ASSISTANT SECRETARY
POLICY, BUDGET AND ADMINISTRATION
U. S. DEPARTMENT OF THE INTERIOR
BEFORE HOUSE COMMITTEE ON GOVERNMENT OPERATIONS,
SUBCOMMITTEE ON ENVIRONMENTAL ENERGY
AND NATURAL RESOURCES

JULY 17, 1981

MR. CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE:

THANK YOU FOR THE OPPORTUNITY TO DISCUSS TWO YOUTH CONSERVATION PROGRAMS, THE YOUTH CONSERVATION CORPS (YCC) AND THE YOUNG ADULT CONSERVATION CORPS (YACC). THE PRESIDENT HAS REQUESTED THE PHASE OUT OF THESE PROGRAMS, ALONG WITH MANY OTHERS, IN THE GREATER NATIONAL INTEREST OF STRENGTHENING THE ECONOMY AND GAINING CONTROL OF INFLATION. IN AN EFFORT TO MINIMIZE BUDGET DEFICITS IN FISCAL YEARS 1981 AND 1982, IT HAS BEEN DECIDED TO ELIMINATE SPENDING FOR BOTH OF THESE YOUTH WORK EXPERIENCE PROGRAMS WHICH ARE COSTLY AND ARE NOT TARGETED TO SERVE THOSE PERSONS MOST IN NEED. ADDITIONALLY, THESE PROGRAMS ARE NOT AN ECONOMICALLY EFFICIENT WAY TO ACCOMPLISH CONSERVATION AND RECREATION WORK, AND MUCH OF THE WORK ACCOMPLISHED IS RELATIVELY LOW PRIORITY. IN YCC, WORK ACTIVITIES FOR YOUTHS OF THIS AGE ARE LIMITED BECAUSE THEY ARE NOT ALLOWED TO OPERATE HEAVY MACHINERY. IN YACC, THE EMPLOYMENT TIME LIMITATION IS SHORT, 12 MONTHS, AND THE PROGRAM IS NOT DESIGNED AS A TRAINING PROGRAM. FINALLY, IN GENERAL, YOUTH WORK EXPERIENCE PROGRAMS DO NOT APPEAR TO HAVE MUCH, IF ANY, LONG TERM POSITIVE EFFECT ON THE EMPLOYABILITY OF YOUTH.

THERE HAVE BEEN POSITIVE ASPECTS OF THE PROGRAMS. BOTH THE YCC AND YACC WERE CREATED BY CONGRESS TO PROVIDE MEANINGFUL EMPLOYMENT OPPORTUNITIES FOR YOUNG PEOPLE, AND, THROUGH PAST EFFORTS, THEY HAVE ASSISTED THE PUBLIC LAND MANAGEMENT AGENCIES AND REDUCED BACKLOGS OF CONSERVATION WORK.

OVER THE 10 YEARS OF ITS EXISTENCE, YCC HAS EMPLOYED OVER 200,000 YOUNG PEOPLE AND HAS ACCOMPLISHED WORK PROJECTS VALUED AT OVER $280 MILLION, BASED ON THE COST OF DOING THE SAME WORK THROUGH OTHER MEANS IF THE WORK HAD BEEN HIGH ENOUGH PRIORITY TO BE FUNDED THROUGH THE NORMAL BUDGET PROCESS. NO ESTIMATE IS AVAILABLE OF HOW MUCH OF THIS WORK WOULD HAVE BEEN FUNDED OTHERWISE AS PART OF BASE AGENCY OPERATIONS. CLEARLY, SOME WAS USEFUL PRIMARILY AS A WORK EXPERIENCE OPPORTUNITY AND WOULD NOT HAVE BEEN UNDERTAKEN OTHERWISE.

YACC SERVES A SOMEWHAT OLDER (AGES 16 THROUGH 23) AND LARGER YOUTH POPULATION WHO ARE UNEMPLOYED AND OUT OF SCHOOL. SINCE ITS INCEPTION IN FY 1978, SOME 229,000 YOUNG PEOPLE HAVE WORKED IN THE PROGRAM. FROM FY 1978 THROUGH FY 1980, YACC ACCOMPLISHED CONSERVATION WORK VALUED AT $622 MILLION, BASED ON THE SAME TYPE OF CALCULATIONS AND ASSUMPTIONS EXPLAINED ABOVE FOR YCC. WE WOULD EMPHASIZE AGAIN THAT TO THE EXTENT THE FUNDING FOR THIS WORK WOULD NOT OTHERWISE HAVE SURVIVED TRADE-OFFS MADE IN THE NORMAL BUDGET PROCESS, THESE WORK VALUE CALCULATIONS OVERESTIMATE THE TRUE VALUE OF THE WORK TO SOCIETY.

BOTH PROGRAMS INVOLVE PUBLIC LAND MANAGEMENT AGENCIES AT ALL LEVELS OF GOVERNMENT, AND THE WORK ACCOMPLISHED SPANS A WIDE VARIETY OF AGENCY MISSIONS. PROJECTS INCLUDE SUCH WORK AS REFORESTATION, EROSION CONTROL, HABITAT IMPROVEMENT, TRAIL CONSTRUCTION AND MAINTENANCE, LITTER PICK-UP, ENDANGERED SPECIES STUDIES, AND MANY OTHERS.

DATA COLLECTED THUS FAR INDICATE THAT APPROXIMATELY 70 PERCENT OF YACC ENROLLEES LEAVE THE PROGRAM FOR POSITIVE REASONS, SUCH AS FINDING ANOTHER JOB, MILITARY SERVICE, RETURN TO SCHOOL OR ANOTHER TRAINING PROGRAM. THIS IS NOT PARTICULARLY SURPRISING, CONSIDERING THAT THE PROGRAM PRIMARILY SERVES YOUTH NOT AT A GREAT DISADVANTAGE IN THE LABOR MARKET.

I URGE YOUR SUPPORT FOR THE PRESIDENT'S BUDGET REVISIONS, WHICH PHASE OUT YCC AND YACC. THIS ACTION WILL CONTRIBUTE TO THE SPENDING REDUCTIONS NECESSARY TO MOVE AMERICA BACK TOWARD ECONOMIC STABILITY, AND WILL ASSIST IN MAKING THE BEST USE OF LIMITED AVAILABLE RESOURCES IN A HIGHLY COMPETITIVE ENVIRONMENT.

MR. CHAIRMAN, THIS CONCLUDES MY STATEMENT. I WILL BE GLAD TO ANSWER ANY QUESTIONS YOU AND YOUR COLLEAGUES MIGHT WISH TO ASK.

Mr. MOFFETT. Our next panel, includes Ross Sandler, a member of Gateway National Recreation Area Advisory Commission; Dana Driskell, Recreation Task Force, Community Council of Greater New York; Charles Joshua, executive director, Central Brooklyn Coordinating Council; James Fortune, National Urban League—and apparently Mr. Fortune is not coming. We also have Jeanette Bamford, executive director of the Parks Council.

We thank you for your patience.

You have heard both sides of the story, and you might want to direct your remarks in response, at least partially, to what has been said.

We realize that some of you have prepared statements and these will be included in the record. Sometimes it is better to paraphrase and speak your mind candidly so we will have both your formal statement and your own paraphrased views on the record.

Why don't we start with Mr. Sandler, who is a member of Gateway National Recreation Area Advisory Commission.

Thank you for coming.

STATEMENT OF ROSS SANDLER, MEMBER, GATEWAY NATIONAL RECREATION AREA ADVISORY COMMITTEE

Mr. SANDLER. My name is Ross Sandler; I am an attorney with the Natural Resources Defense Council, Inc.

I was appointed to the Gateway Advisory Commission by Secretary Andrus and I am appearing on behalf of that Commission. The Advisory Commission established in the Gateway National Recreation Area Act, advises the Secretary of the Interior and works with the superintendent of Gateway Park.

With me is Mr. Terence H. Benbo, who is the chair of Gateway Citizens Committee, which is not statutory, but which has been at the forefront of the fight for Gateway from the very beginning. He is the New York chair of that committee.

I and the Commission are deeply concerned about the Young Adult Conservation Corps, which has played a very important role at Gateway National Recreation Area. It has played a very important role in two major ways.

First, it has been very important to the many people that have been part of that program. Those people have gone through the program and on to other jobs and have been very successful.

Second, it has been enormously important to the park itself. The people who have been in the program and worked very hard at Gateway have accomplished many significant jobs for the park and the millions of people annually that visit that park are the direct beneficiaries of that work.

All of the work I will talk about a little later has been obtained at a price for the Federal Government far cheaper than it would have cost had the Department of Interior had to go out and hire the same amount of work. Moreover, we are getting the benefit of a training program for the people in it, and all of us benefit by that.

In asking the people at the park what had happened with Young Adult Conservation Corps, I have been told that many people have gone through it and gone on to other jobs; they are working both in the private and public sector. Some of them have gone on to work as policemen, others have gone on to work in clerical jobs, office

jobs, or they have stayed in the field in which they have worked in the park, which has often been outdoors and working with their hands. I am sure that the people who keep the information at the park could provide you the names and new jobs that these people have gone on to successfully.

Since the Young Adult Conservation Corps was begun at Gateway in 1977, there have been 850 young men and women, aged 16 to 23, enrolled in the program. Three hundred and fifty have come from the State of New Jersey and 500 from the State of New York.

Gateway Park is a two-State park with a very significant area in New Jersey as well as New York, so you will have people both from New Jersey and New York, working at the park.

The Young Adult Conservation Corps members have prepared campsites at Floyd Bennett Field in Brooklyn, one of the major units of the park. They have assisted staff in working with visitors, and we have 10 million visitors a year at Gateway. They have constructed lifeguard stands from scratch. They have cleaned and maintained sand filters at water purification plants at Sandy Hook. They have rehabilitated and helped rehabilitate visitor centers, work that included laying carpet, spackling walls, and painting. They had assisted as biology aides in the study of fish, in charting the aquatic population offshore, and in recording the species of birds at the wildlife refuge. They have been involved in park maintenance activities, clearing trails, cleaning oil spills, maintaining roads, installing snow fencing, and keeping beaches and recreation areas and trails free of debris and litter. They have helped as assistants in the mechanical shops, performing and learning how to perform preventive maintenance on vehicles, and they have worked at landscaping, pruning trees, mowing of lawns, and maintenance of the grassy areas.

I asked the park superintendent and staff to put an economic value for the park on what these people have done. The estimate from the park is that the Young Adult Conservation Corps program to date has cost approximately $4½ million and that the benefits for the park exceed $9 million. In our experience at Gateway, which is, of course, a Federal park, the Federal dollars are buying two for one. That is a good bargain in economic terms alone, without considering the human side, the people who are being trained there.

Of the 850 enrollees since 1977, approximately 80 percent have been blacks and Hispanics. They have come mainly from Newark, Jersey City, East Orange, and New York City, densely populated metropolitan areas whose young people sorely need help.

Speaking on behalf of Gateway Advisory Commission, I am happy to bring this information to you and I urge very strongly that you continue your fight on the Young Adult Conservation Corps and I hope that you are successful in your efforts.

Mr. MOFFETT. Thank you for that excellent statement. Charles Joshua, executive director of the Central Brooklyn Coordinating Council, Inc.

STATEMENT OF CHARLES JOSHUA, EXECUTIVE DIRECTOR, CENTRAL BROOKLYN COORDINATING COUNCIL, INC.

Mr. JOSHUA. Thank you for inviting me here this afternoon.

I am Charles Joshua, executive director of the Central Brooklyn Coordinating Council, Inc., an umbrella community-based civic organization representing over 135 agencies, with a constituency of approximately 1 million people who constitute a mixture of many ethnic groups and cultures.

For the past 24 years CBCC has devoted its services and resources toward the fulfillment of its philosophy of rendering needed services to Central Brooklyn and the underserved communities of the city of New York, with emphasis on the poor, the elderly, the handicapped and the youths.

We have come to the conclusion that during this period of economic crisis in our country, those communities located in the inner cities are the first to feel the brunt of a recession and that our youths are being disenfranchised. This is further emphasized by the high unemployment rate among minority youths, which has reached an alarming figure of over 40 to 50 percent, and the deterioration of our educational system has wreaked further havoc among this segment of our population with a 60-percent dropout rate in our junior and high school systems.

CBCC has become alarmed over the present administration's decision not to refund the Young Adult Conservation Corps and also the Youth Conservation Corps, a decision which we feel will come to haunt this Nation in the near future.

For example, the present rebellion of youths, both black and white in Great Britain, due to the high unemployment rate in that nation.

When both of these programs were approved by the previous administration, we believed that this was a light at the end of the tunnel and some inner cities youths had an opportunity to prepare themselves to be productive citizens and not a burden on society.

For an individual to evolve from a failure oriented "can't do" society, that individual must be exposed to and participate in positive "can do" life experiences.

YACC and YCC programs have provided those experiences for countless urban deprived inner cities young people. The programs have provided the structure, stimulation, motivation and self-confidence to these individuals. Most, if not all, of the youngsters enrolled are dropouts and have no marketable skills. If these programs are not refunded many of these youths will be dropping in on your homes when no one is there in order to make a living; dropping in on your stores with guns to make a living; dropping in on your subways and streets, armed to make a living, and dropping completely out of society.

I, myself, have had a positive experience in visiting and assisting representatives of Gateway National Park in the implementation of their programs, which I believe has made an impact on the metropolitan area. I say that by defunding these programs is a case of ounce wise and ton foolish. I beg that this subcommittee impact on the powers that be the need to salvage these vital programs, which in a sense, will salvage our Nation and lay the groundwork for greater achievements.

What is key here is the fact of these young people's access to new careers, careers that are available that were not available in the past. I think the YACC and YCC gives them an opportunity to

realize that these careers exist and I believe that in this State and at this stage that we should all pool our resources together in order to help this population.

I, myself, came out of the ghetto. I was born in Harlem, raised in Brooklyn, so I understand the predicament that these youths are involved in.

If this Nation is to remain great, I believe it is incumbent on the Congress, on those that are in power, making the decisions to abandon these programs, to reconsider.

I want to thank you for this opportunity.

Mr. MOFFETT. Thank you for your excellent statement.

Next we have Jeanette Bamford, executive director of the Parks Council.

STATEMENT OF JEANETTE BAMFORD, EXECUTIVE DIRECTOR, PARKS COUNCIL

Ms. BAMFORD. Thank you so much for coming today.

I have a prepared statement, which I would like to submit.

However, I am so outraged by some of the things I have heard earlier today, I would like to depart from that statement.

Mr. MOFFETT. We have never tried to keep outrage out of our hearing rooms.

Ms. BAMFORD. I think what is happening is that programs are being slashed by looking at the budget and not looking at the program.

Now, the summer youth program. I have 650 teenagers working with me, and I would like to invite these persons from the Interior to come and look at the work that's being done in these parks, and I will hold them up as a match to any other work in the Parks Service. But I think more importantly, I deal with employers first-hand a great deal, and the skills that these teenagers are being taught is not only how to paint, but how to report to a job on time, how to do a job and follow supervision and the like and treat a job satisfactorily. That's why persons are terminated from jobs, not from lack of a skill. I think that's one thing that has not been stressed enough. I think that's an extremely important thing we are doing. I don't understand the conservative mind, I guess, because I think this is vital to the future of our country. Unless we teach the young people how to work and hold jobs, I don't know what we are saying about the role of Government in this country. I think the wholesale cuts that are being made in the programs, certainly affecting something as basic as the Youth Corps programs, as well, which, again, has been so severely reduced, and this time people are talking about cutting budgets. We are saying we are going to let parks deteriorate so that we can't bring them back. So it will cost us more in the long run to restore them than to spend money along the way for rehabilitation. That's the kind of thing that I don't understand and I hope some of these people will get out in the field and look at the programs in operation and see what has been done and I think this whole packet of programs is what is so important.

They sit back in Washington and look at budgets. Why don't they look at programs? I think all of us understand that there are abusers in programs, programs that do not work well. However, it

seems to me that it is severely incumbent upon the Congress to assess the effectiveness of programs before changes are made, and we would certainly be very happy to play a role in that.

Mr. MOFFETT. Thank you very much for that statement.

I might add we have had some very excellent witnesses among the young people here today. They have told us what it would mean to them in personal terms, in terms of their careers and so forth, if they did not have this opportunity or if they were cut off right in the middle of this experience.

There are thousands and thousands of young people who won't have the experience and because they won't have the experience, they might get into trouble. What we have to emphasize, is that cutting these programs is not a bargain. You might save a few dollars here today but you will end up paying for it, perhaps in the tune of $30,000 per inmate in a prison somewhere, in the future. That's the kind of thing that's not being emphasized in the budget debate in Washington. This is no bargain. It's the same thing, whether you talk about some of the energy conservation programs or mass transit programs or a variety of other proposed cuts. People are taking in this myopic, shortsighted, narrow view, where they think we are actually getting rid of a significant percentage of unnecessary budget expenditures, but we are in reality putting ourselves in line to spend a lot more money later on.

I might add, there's no constituency for this kind of action. There's no constituency if you go out and explain the situation to people and show them the kind of work that these young people have been doing in parks, like this.

Mr. Driskell, I understand you will take the place of Doris Rosenberg.

STATEMENT OF DANA DRISKELL, RECREATION TASK FORCE, COMMUNITY COUNCIL OF GREATER NEW YORK

Mr. DRISKELL. First I would like to apologize for Mrs. Rosenberg who was physically ill and unable to be here today, but she is very much concerned that these programs be maintained, both of the programs.

She is concerned of the threat to the idea that citizens have a right to recreation in a clean area. This is no extravagant luxury, and there's no impending economic crisis that says that we can't afford to continue these two programs. We totally disagree with that representation of the state of the economy, and people's need for recreation.

The Recreation Task Force, if I could briefly explain who we are, is composed of primarily the major voluntary sector of recreation providers in New York. This group includes the Boy Scouts, Girl Scouts, YMCA's, YMHA's and many other organizations, including the Parks Council and Gateway Committee that are sitting here on the panel.

For many years we have put into practice a lot of the Interior Department's rhetoric about public sector, private sector cooperation in terms of recreation. We also have representatives from the city's parks department, from the State park commission and from the National Park Service at Gateway, so we have, for years, been working with this concept of public sector and private sector coop-

eration. We have a written statement that we will put in the record.

I also wanted to react to some of the comments that I heard earlier and bring out two points that were the basis of Mrs. Rosenberg's statement today. We feel that the orientation at this point should be toward improving these programs and not eliminating or removing them. And I just would concur with Ms. Bamford's comment that we think it is inappropriate at this point, before there has been some more in-depth evaluation of what these programs have done, even to consider eliminating them on a budgetary or so-called fiscal criteria. I think the two major points that we hear coming from the National Park Service and the Interior Department representative was the lack of targeting. As we have seen, although the regulations don't require the placement of low and moderate income youth or disadvantaged youth, in a lot of the programs in New York City and Buffalo and elsewhere, the localities voluntarily impose those restrictions and we think there is room to consider a change in channeling the national regulations to suggest that some or a majority of the positions be targeted to the disadvantaged or what some people call the truly needy, or otherwise. But I think it is incorrect to say that that's not happening now, and the New York program is a very good example of the fact that targeting is a reality in a lot of places. We think that if the National Park Service or Secretary Watt has problems with a lack of targeting, that's not a rationale for eliminating the program. That's a rationale for suggesting that targeting be included in a revised or improved format.

The second point, in terms of the lack of a career focus, or employment possibility, we think is just totally ignorant of the situation in New York and nationwide. Because of the fiscal crisis that has been attacking New York City, I know Commissioner Davis spoke earlier, the parks department has been severely depleted in its manpower and a point that may have been missed is, because of the seniority basis of layoffs, we, at this point, have a very elderly parks department staff, that is, because the more senior people have been held, as a result of layoffs, the average age in the parks department is at least in the fifties. So, in spite of the good work that the civil service workers do, the YACC and the YCC programs really have been providing some of the young blood that's necessary to revitalize our park service here in the city.

We think that the parks department is definitely a realistic area for career advancement for the graduates or participants of the YCC and YACC programs as we are slowly coming out of that fiscal crisis. The parks department is going to be bringing on new staff, which we haven't been doing for quite a few years, and we feel the graduates of these programs would be likely targets for these new civil service positions that will be created.

Also, the Interior Secretary, himself, is promoting the $105 million increase and we think that the graduates of YCC and YACC should definitely be considered for some of these new positions that the National Park Service, itself, is talking about creating.

So I think that this is the second area where the program could be reoriented to suggest that there is some attempt to create career

positions for the people who are getting recreation and environmental type skills.

I think last week in Brooklyn, for example, we had a breakdown of some of our secondary waste treatment plants, and we had to close Coney Island, Brighton Beach for a while.

We think that the type of skills that the participants in these programs are learning could very easily be adopted to working in the environmental planning industry which statistics say is going to be a growth area in the future, environmental management and environmental conservation, we feel that these are areas where participants in these programs don't have to, necessarily, become totally designers. And the regulation and administration of the program, I think, should be reoriented to try to identify career paths for the participants in these programs, where they will be able to work in some of the private tree nurseries, florists or other industries where environmental or park or recreation type skills can be utilized.

I think that that's our two major concerns, and in general, our approach suggests that we should approve the program but not eliminate it.

Finally, I would say also, people that are in these programs, 10 or 15 years down the road, could very well become the middle management or even replace Mr. Watt as the top management in the National Park Service. I think when this happens, we will hopefully see a much more progressive and humane series of policies coming out of the Park Service. That also should be considered as a realistic possibility for the present participants in these programs.

Thank you for this opportunity to speak.

Mr. MOFFETT. I want to thank the panel for its excellent testimony. It backs up perfectly the testimony we have received from the young people.

I think it is obvious here that by the Department's own admission, we have good work being done for the taxpayers in parks all over the country, national, State, local, and city. They didn't quarrel with the work accomplishment figures presented here today. These programs are a terrific investment. They provide excellent work experience, some of which you can quantify and put a dollar figure on, but the experience of learning about the world of work and all those intangibles and so forth, you can't possibly put a dollar value on.

That's one of the great problems with the approach that's being taken in Washington today. Of course we want frugality; we want to get out from under these heavy deficits. No one benefits from those deficits. But what social cost?

I think this is what you were talking about, Mr. Joshua. We have always had in this country at least a modest sense of social belonging and a belief that the social fabric of our Nation was important. We seem to be making a statement, "Well, we'll allow the social fabric to be ripped apart. We don't care if there's a sense of social participation or social belonging in this society."

The most disturbing thing is that, as you pointed out, Mr. Driskell, we did not hear the administration witnesses here today talk about improving these programs. There was no talk about improv-

ing the programs. They are not even acknowledging that the problems they see in the programs can be resolved. They are saying, "This will get taken care of in the private sector."

Go around the block here and talk to some of the organizations and ask them if they think the Reagan economic plan will lead to a situation where these young people who get thrown out of their jobs will get picked up in other jobs. The organizations are scared to death that the Reagan program is putting all the burden on the private sector and that they will not be able to carry this burden.

I want the young people to know that there are some people in Washington who are listening, many Representatives from New York, many Congressmen who would have liked to have been here, but Congress is in session today and they could not come. I am glad, however, that we decided to go ahead with this hearing anyway because we had excellent testimony.

I can promise you, we will continue our investigation into this matter.

We thank you for your testimony.

The subcommittee stands adjourned.

[Whereupon, at 1 p.m., the subcommittee adjourned, to reconvene subject to the call of the Chair.]

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